The Administration of Intelligence
In The Department of State

VOLUME I—SUMMARY REPORT

State Dept. declassification & release instructions on file

MAY 1952

CRESAP, MᶜCORMICK and PAGET

NEW YORK-CHICAGO

Management Engineers

342 MADISON AVENUE, NEW YORK 17, N. Y.

MURRAY HILL 7-5450

May 15, 1952

Hon. Carlisle H. Humelsine
Deputy Under Secretary - Administration
Department of State
Washington, D. C.

My dear Mr. Humelsine:

We have completed and transmit herewith Volume I which comprises a summary report of our findings in connection with "The Administration of Intelligence in the Department of State." The authority for the study was Purchase Order DIC R 168297 negotiated on November 13, 1951 with the Massachusetts Institute of Technology, Center for International Studies, under the terms of its contract No. SCC 14123 with you. Prior to the final preparation of the accompanying document, its contents were reviewed with officials of your office, of the R Area of the Department, and of the M.I.T., Center for International Studies.

We are pleased to report that we have found in the Department a vigorous Intelligence organization whose services, both to the Department and to the Intelligence community at large, have been progressively strengthened during the past seven years. It has been our objective to search out opportunities for contributing to continued progress in this regard. To this end, a fivefold program of improvements has been developed centering around:

> Improvements in consumer relations
>
> Improvements in the utilization of research analysts
>
> Improvements in planning and control
>
> Simplification of principal work operations
>
> Refinements in the organization structure

Supplementing this summary report is Volume II, "Reference and Installation Manual," which provides the detail required to act upon the suggestions offered.

It has been an honor to serve the Department in an area of such high importance to our foreign relations and national welfare. We will be pleased to discuss this report further with interested officials and to render additional consulting services to the Department.

Very truly yours,

Cresap, McCormick and Paget

CRESAP, McCORMICK and PAGET

MEMBER ASSOCIATION OF CONSULTING MANAGEMENT ENGINEERS

The Administration of Intelligence
In The Department of State

VOLUME I—SUMMARY REPORT

MAY 1952

FORMAT OF THE REPORT

This report of survey has been prepared in two volumes to facilitate its reading and use by the total audience to which it may be of interest:

VOLUME I - Is a Summary Report consisting of a concise outline of principal findings and of "recommendations in principle." This format has been chosen to permit rapid reading or scanning by those whose interest is with the general content and the total scope of the study. Its purpose is thus to provide quick perspective rather than details of organization and procedure.

VOLUME II - Is a Reference and Installation Manual designed for more intensive study and reference by those who will have direct responsibility for installation action. It is so constructed that each of its 20 chapters is a self-contained unit which can be separately distributed to those whose interest centers in one or a few subjects, rather than in the whole body of recommendations.

CONTENTS OF VOLUME I

(SEE LAST PAGE FOR CONTENTS OF VOLUME II)

QUESTIONS SUGGESTED BY NSC DIRECTIVES

STATE'S RESPONSIBILITY FOR LEADERSHIP AND COORDINATION WITHIN THE INTELLIGENCE COMMUNITY IN THE FIELDS OF ITS DOMINANT INTEREST

One directive provides that steps be taken to minimize independent intelligence production by any agency in the fields of dominant interest assigned to another. It further provides that agencies exchange information and plans. In the case of one field of intelligence, the agency of dominant interest is given explicit responsibilities to

- Review requirements, facilities and arrangements.
- Insure that full knowledge and talent is applied.
- Evaluate pertinence, extent, quality of data and develop ways of improving.
- Conduct common service research to supplement production of other agencies and fill requests of IAC.

Question: Does State Department have any of the above responsibilities in its fields of dominant interest? If so, should it take more active steps to exercise coordination and provide leadership, especially in view of the 1951 transfer of responsibilities from CIA?

THE EXTENT TO WHICH STATE DEPARTMENT RECEIVES OR SHOULD SEEK LEADERSHIP AND GUIDANCE FROM THE CENTRAL INTELLIGENCE AGENCY

The Director of Central Intelligence is charged by one directive with responsibility for developing comprehensive objectives to guide the collection and production of National Intelligence. He is also charged with the conduct of such surveys and inspections of Departmental intelligence materials as he deems necessary to advise the NSC and make recommendations for the coordination of intelligence activities.
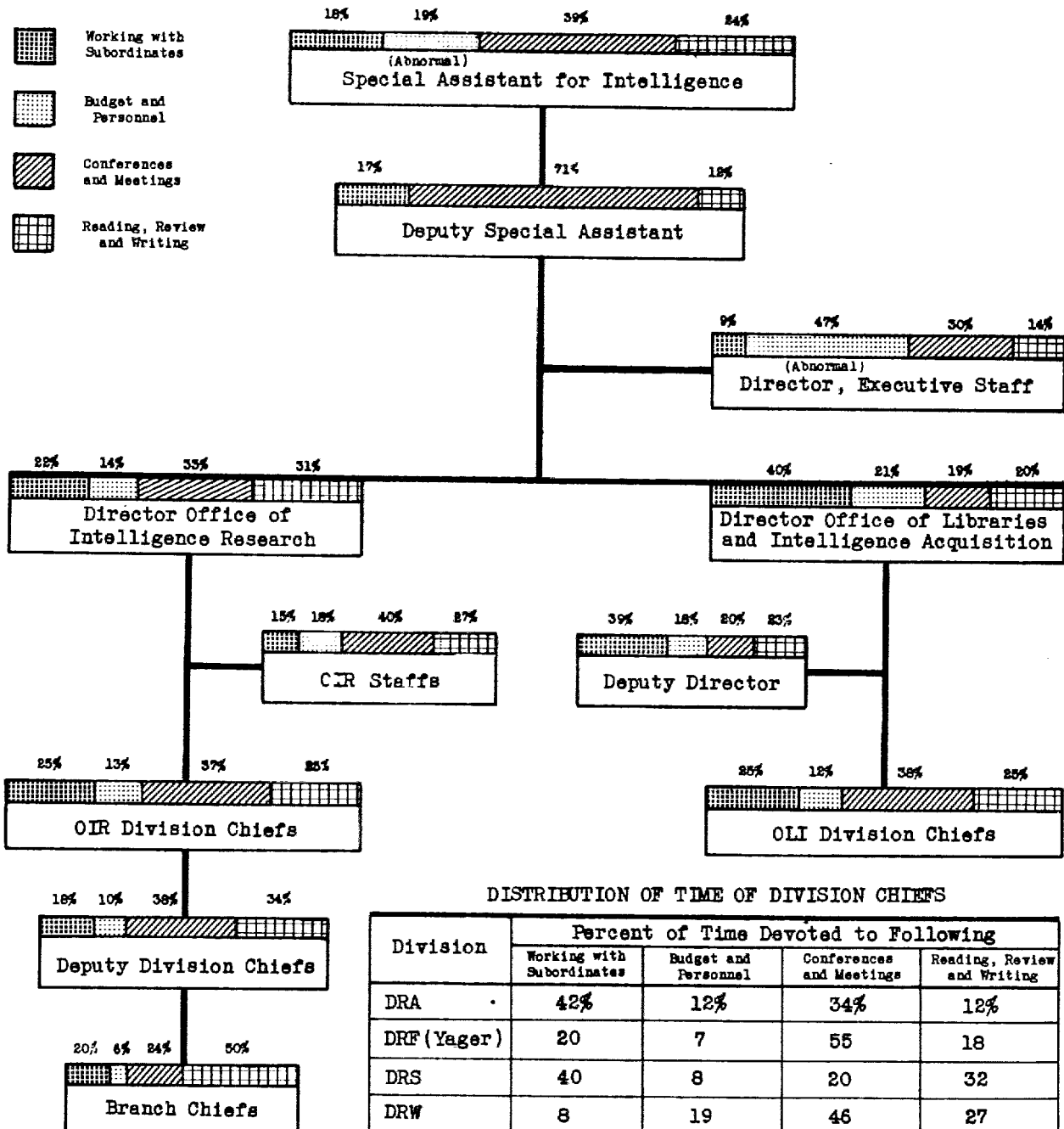
Question: Is such leadership and guidance provided in sufficient degree? Should the Department seek more guidance with particular emphasis upon assessing the adequacy of production in relation to Departmental and National needs? Is the current balance between Basic Intelligence production on the one hand and Current Staff Intelligence on the other hand, optimum?

THE EXTENT TO WHICH R RECEIVES OR SHOULD SEEK GUIDANCE AND SUPPORT FROM WITHIN THE DEPARTMENT ITSELF

One directive specifies that Departmental Intelligence is that needed by a Department, and the subordinate units thereof, to execute its mission and discharge its lawful responsibilities. Current Intelligence is defined as that of immediate interest and value to operating and policy staffs. Staff Intelligence is to be produced as each department shall require.

Question: Is R alone responsible for determining what is "of interest and value" to operating and policy officers? If not, should more satisfactory means of securing such guidance be sought? Should steps be taken to secure more active consideration by top policy levels of the adequacy of R's staffing and facilities in relation to departmental needs for current and staff intelligence?

HOW DO R EXECUTIVES SPEND THEIR TIME?

Legend:
- ▓ Working with Subordinates
- ░ Budget and Personnel
- ▨ Conferences and Meetings
- ⊞ Reading, Review and Writing

18% 19% 39% 24%
(Abnormal)
Special Assistant for Intelligence

17% 71% 12%
Deputy Special Assistant

9% 47% 30% 14%
(Abnormal)
Director, Executive Staff

22% 14% 33% 31%
Director Office of Intelligence Research

40% 21% 19% 20%
Director Office of Libraries and Intelligence Acquisition

15% 18% 40% 27%
CIR Staffs

39% 18% 20% 23%
Deputy Director

25% 13% 37% 25%
OIR Division Chiefs

25% 12% 38% 25%
OLI Division Chiefs

18% 10% 38% 34%
Deputy Division Chiefs

20% 6% 24% 50%
Branch Chiefs

DISTRIBUTION OF TIME OF DIVISION CHIEFS

Division	Percent of Time Devoted to Following			
	Working with Subordinates	Budget and Personnel	Conferences and Meetings	Reading, Review and Writing
DRA ·	42%	12%	34%	12%
DRF (Yager)	20	7	55	18
DRS	40	8	20	32
DRW	8	19	46	27
DFI	23	21	27	29
IAD	20	14	46	20
BI	26	13	37	24
IR	28	10	32	30
(Data on DRN not available)				

INTRODUCTION

- THE CHALLENGE
- THE SIX PRINCIPAL COMPONENTS OF ADMINISTRATION
- PROJECT RESEARCH FROM FOUR DISTINCT VIEWPOINTS
- THE POINT OF DEPARTURE FOR THIS STUDY

THE CHALLENGE

George S. Pettee in his "The Future Of American Secret Intelligence" observes:

"The administration of intelligence has been backward partly because
the administration of research is generally backward. In spite of
shining examples to the contrary, there are extraordinarily many of
those who are engaged in research, and even of those who direct it,
who cannot see the task as a series of definite operations. This
book . . . takes the opposite view; that research processes are by
nature as susceptible to the arts of management as any other human
activity. If this is not so there is little reason to ponder the
subject, for nothing can·be done to improve it."

WHAT DOES THE TERM "ADMINISTRATION" ENCOMPASS IN THIS FIELD OF INTELLIGENCE?

SIX PRINCIPAL COMPONENTS OF ADMINISTRATION
IN THE FIELD OF INTELLIGENCE

The first eight weeks (Dec. 3 – Jan. 28) were devoted to extensive interviews throughout the R Area (112 individuals) to identify the major tasks of those who administer the functions. These tasks may be broadly classified in six categories:

1. MEASUREMENT OF DEMAND AND USE

Management must devise and apply techniques of (1) identifying the extent of current demand for and use of intelligence products and services, (2) securing reactions as to the quality and timeliness of the products, and (3) seeking information as to how the entire range of intelligence services can be made more useful. It can be argued that the communication of intelligence is as important as its production.

2. PROGRAM PLANNING AND CONTROL

The direction and content of the research program must be governed by some form of advance planning if the organization is to anticipate needs and respond adequately to valid demands. Likewise, the tempo of research and production must be stimulated by the application of realistic schedules.

3. ACQUISITION OF DATA REQUIRED FOR INTELLIGENCE
RESEARCH

To assure the inflow of regular and special data required for intelligence research, means must be developed to assess the coverage being obtained, and steps taken to improve the quality and quantity of reporting, as well as to exploit all fruitful sources.

4. PREPARATION OF THE FINISHED PRODUCT

The analyst corps, representing the most valuable asset of the Intelligence Organization, must be provided the environment and the stimuli which will produce a sustained rate of high quality performance. The physical product must be so presented and packaged as to secure maximum recognition and readership by the target audience.

5. SUPPORTING SERVICES

To facilitate the work of the substantive producers of Intelligence, management must establish and operate supporting services concerned with (1) the receipt and distribution of raw materials, (2) the reproduction and dissemination of finished products, (3) the procurement and administration of personnel and funds, (4) the furnishing of physical facilities (space, equipment, supplies, etc.).

6. ORGANIZATION AND STAFFING

Finally, the distribution of authority and responsibility must be such as to assure maximum use of the skills of administrators, analysts and support personnel working as a team.

PROJECT RESEARCH FROM FOUR DISTINCT VIEWPOINTS

Following identification of the components warranting examination, intensive "project research" was conducted. For eight weeks R was observed through four pairs of eyes:

FIRST, THROUGH THE EYES OF R's ADMINISTRATORS

1. Systematic information was obtained by personal contact with 77 supervisory officials, representing all segments of R, with regard to: Internal organization, staffing, budget, workload, procedures, physical facilities, principal problems.

2. "On the job" analyses of 68 supervisors were secured through the medium of a daily diary maintained by each supervisor for a period of five consecutive days.

3. A detailed understanding of research workload was obtained in four branches; and a scheme of planning and scheduling research tasks was tested in collaboration with these branch chiefs.

SECOND, THROUGH THE EYES OF R's PRODUCERS— THE ANALYSTS

Observation interviews were held with 49 analysts. Of this group, 24 were selected in cooperation with division chiefs for an extended discussion (4 hours average) during which 47 questions were reviewed on a frank, off-the-record basis:

- Who he is, how he was selected — How he works
- What he does — What obstacles he finds
  - What his expectations are for the future.

In addition, six analysts kept a five-day log of activities.

THIRD, THROUGH THE EYES OF R's CUSTOMERS

Originally rather limited sampling of consumer reaction was planned. Initial bureau contacts revealed that this approach would be unproductive due to extreme variations in the understanding and use of R's services. An extensive coverage was finally obtained through 224 interviews covering:
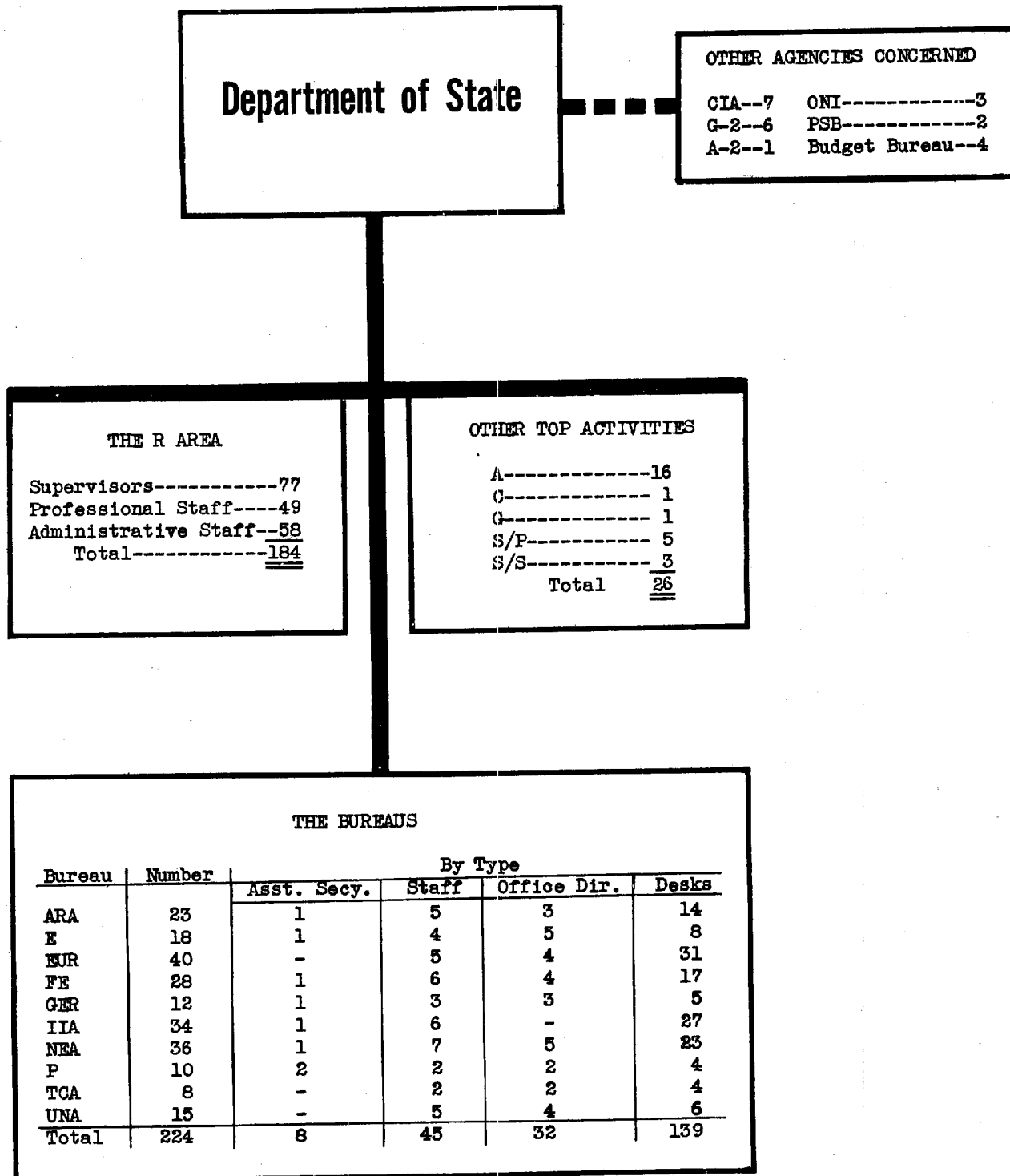
- What services are used (oral, written; spot, in depth)
- How services are procured (formally, informally; directly, indirectly)
- Evaluation of services received (timeliness, quality, readability)
- Probable future use of R's services and conditions conducive to full use.

In addition to Bureau interviews, 26 officials were contacted in other top activities, and visits were made to CIA, A-2, G-2, ONI, PSB, and Bureau of Budget.

FOURTH, THROUGH OUR OWN TECHNIQUES OF ANALYSIS

Facts and opinions of others have served to focus our attention on many aspects of organization, procedures and facilities. Particular attention has been given in these analyses to (1) acquisition procedures, (2) document processing both in OIR and BI, (3) report format and presentation, (4) effective utilization of executive time and skills, and (5) ways of improving physical factors. /Past reports and R/ES files have been invaluable./

457 INDIVIDUALS INTERVIEWED DURING SURVEY

Department of State

OTHER AGENCIES CONCERNED

CIA--7   ONI-------------3
G-2--6   PSB-------------2
A-2--1   Budget Bureau--4

THE R AREA

Supervisors-----------77
Professional Staff----49
Administrative Staff--58
    Total-----------184

OTHER TOP ACTIVITIES

A--------------16
C-------------- 1
G-------------- 1
S/P----------- 5
S/S----------- 3
        Total   26

THE BUREAUS

Bureau	Number	By Type			
		Asst. Secy.	Staff	Office Dir.	Desks
ARA	23	1	5	3	14
E	18	1	4	5	8
EUR	40	-	5	4	31
FE	28	1	6	4	17
GER	12	1	3	3	5
IIA	34	1	6	-	27
NEA	36	1	7	5	23
P	10	2	2	2	4
TCA	8	-	2	2	4
UNA	15	-	5	4	6
Total	224	8	45	32	139

POINT OF DEPARTURE FOR THIS STUDY

To the layman considering the subject for the first time, the intelligence function in the State Department presents an appearance of complexity and virtually unlimited scope. Under its charter from the NSC and the Department, the R Area is called upon to render services ranging from simple fact servicing, through the procurement of raw data and the provision of librarial services, to the highest intellectual act of intelligence estimating, within its assigned fields. Thus, at any given time its audience may vary from a Desk Officer who requires a single document or an answer to a single specific question, to a major estimate of importance to the entire Intelligence Community. Its products are in part specifically requested, in part suggested by general questions raised, and in part self-initiated. Its tempo and rate of work vary from daily deadlines and spot briefings to long-range studies for which months can and should be allowed.

This extreme range of services and conditions of service leads inevitably to two questions:

> Can the mission of the intelligence function in the Department be so precisely defined as to provide criteria which can be readily applied in judging the adequacy and appropriateness of functions performed?

> - Can management be assured through such criteria that the size and composition of the Intelligence Organization is directly related to known and demonstrated needs?

It is the conclusion of this inquiry that an attempt to define all-inclusive criteria, (at least at this point in the evolution of the intelligence function in the Department) would result in artificial concepts incapable of meaningful application by the areas of management directly concerned; namely, the producers, the consumers and those responsible for personnel ceilings and budget justifications. It has been concluded, however, that all of these interests can be satisfied by the application of sound principles of administration which will subject the intelligence program, and every part of the program, to systematic self-assessment and inspection on a continuing basis, in order to evaluate the extent to which it meets the basic tests of validity, need, demand and use. It is thus a principal objective of this study to identify the vehicles and techniques through which this can be accomplished.

PART ONE

A—THE CONSUMER REACTION ANALYSIS

METHOD OF STUDY

Personal interviews, using prepared questionnaire, soliciting answers as follows:
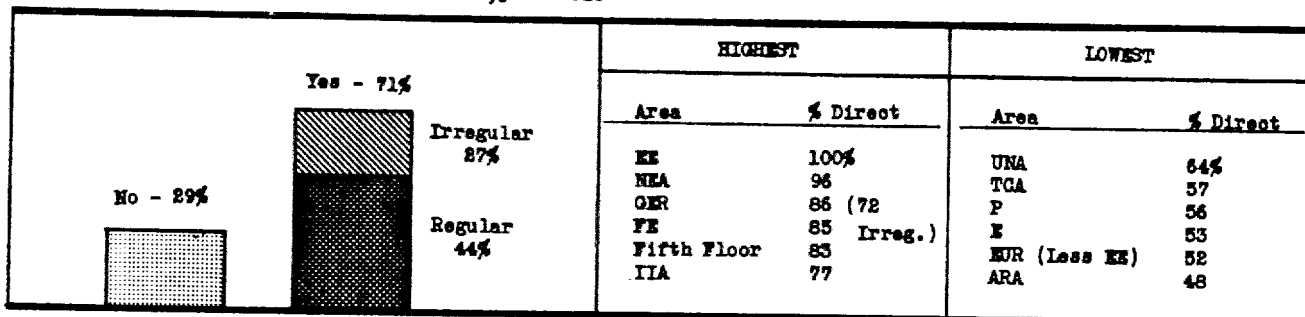
- Is R Used?
- Is R Useful?
- Is R's Setting In State Department Organization Acceptable?
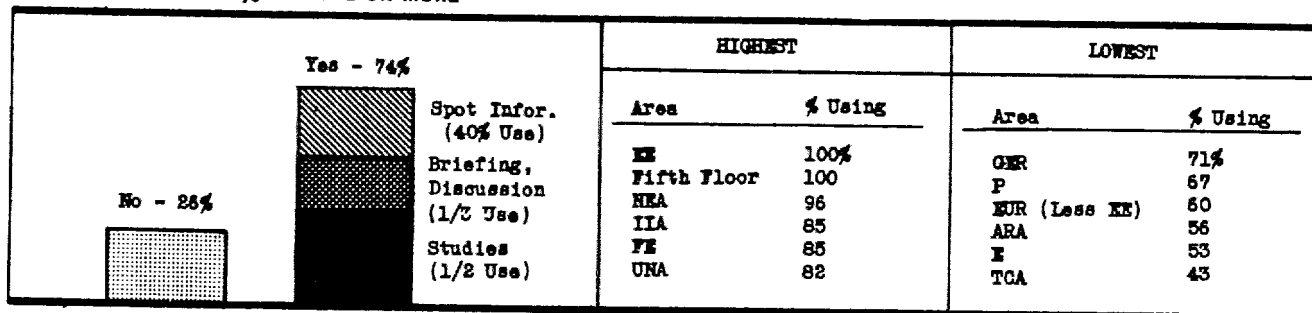- Can OIR Be of Greater Service?

COVERAGE AND VALIDITY

1. All Bureaus covered plus the Fifth Floor Level (C, G, S/P, S/S).

2. Total of 175 recordable interviews reaching 224 individuals.

3. All Bureau Offices with exception of Motion Picture and Educational Exchange.

4. All levels from Assistant Secretary to Desk, most heavily on latter.

5. While substantial cross-section view has been obtained, coverage is not known to be a well-balanced sample.

IS R USED?
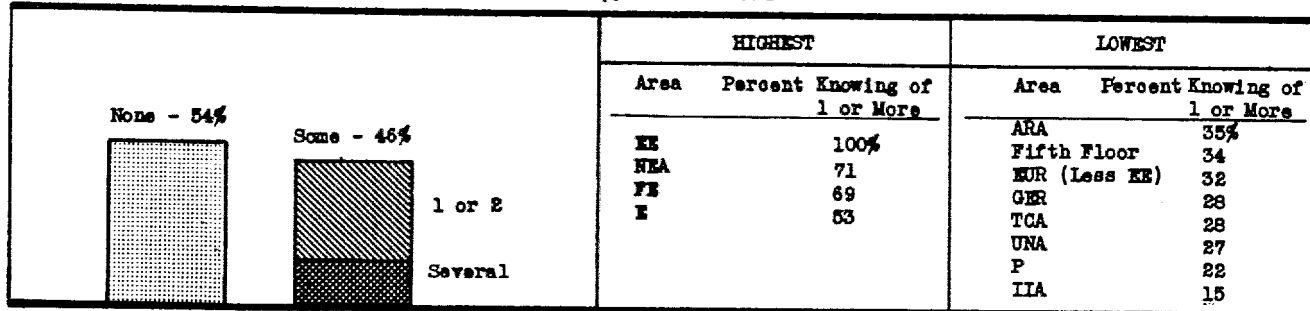
DIRECT WORKING RELATIONSHIPS WITH OIR — 71% SAY "YES"

	HIGHEST		LOWEST	
Yes - 71%	Area	% Direct	Area	% Direct
Irregular 27%	EE	100%	UNA	64%
	NEA	96	TCA	57
No - 29%	GER	86 (72	P	56
Regular 44%	FE	85 Irreg.)	E	53
	Fifth Floor	83	EUR (Less EE)	52
	IIA	77	ARA	48

OIR SERVICES USED—74% USE ONE OR MORE

	HIGHEST		LOWEST	
Yes - 74%	Area	% Using	Area	% Using
Spot Infor. (40% Use)	EE	100%	GER	71%
Briefing, Discussion (1/2 Use)	Fifth Floor	100	P	67
	NEA	96	EUR (Less EE)	60
No - 26%	IIA	85	ARA	56
Studies (1/2 Use)	FE	85	E	53
	UNA	82	TCA	43

PRODUCTS REGULARLY RECEIVED AND USED—65% RECEIVE ONE OR MORE

TYPE OF PRODUCT	PERCENT RECEIVING - USING	HIGHEST		LOWEST	
		Area	Percent Using IR's	Area	Percent Using IR's
Reports (IR and Serial)	65%	EE	89%	ARA	61%
Estimates (NIE - SE - IE)	62%	FE	85	E	60
Current (IB - DIC)	55%	NEA	85	EUR (Less EE)	52
Biographic (BI)	52%	UNA	73	Fifth Floor	50
NIS	31%	GER	72	P	44
		IIA	69 (Half not sure)	TCA	43

RESEARCH PROJECTS NOW IN PROCESS KNOWN ABOUT—46% ONE OR MORE

	HIGHEST		LOWEST	
	Area	Percent Knowing of 1 or More	Area	Percent Knowing of 1 or More
None - 54%	EE	100%	ARA	35%
Some - 46%	NEA	71	Fifth Floor	34
1 or 2	FE	69	EUR (Less EE)	32
	E	53	GER	28
Several			TCA	28
			UNA	27
			P	22
			IIA	15

Conclusion: R is well known and widely used either formally or informally.

IS R USEFUL?

OIR PRODUCTS

(Unaccounted for Percents Represent "No Comment" Cases)

BUREAU		TIMELINESS		QUALITY		READABILITY	
		Unfavorable	Favorable	Unfavorable	Favorable	Unfavorable	Favorable
Fifth Floor			66	17	50		66
Geographic Bureaus	ARA	26	22	22	44	5	30
	EE	44	34	44	44	22	66
	EUR (Less EE)	40	4	20	12	12	16
	FE	27	38	19	61	12	50
	GER	57		43	29		43
	NEA	33	38	16	71	8	41
Functional Bureaus	E	47	7	47	27	13	20
	IIA	39	8	8	62	8	46
	P	11	33		44		22
	TCA	28		None	None	14	
	UNA	73	9	45	27		18
Total		37%	25%	23%	45%	9%	33%

TIMELINESS   - Principal complaint of OIR users.
QUALITY   - Predominance of favorable comment.
READABILITY - Comment almost completely on favorable side,
      but much lower response obtained.
With regard to specific products the lowest number of
favorable responses was received on DIC's and IB's.

BIOGRAPHIC PRODUCTS AND SERVICES			LIBRARY PRODUCTS AND SERVICES		
Unfavorable	Favorable	No Use or No Comment	Unfavorable	Favorable	No Use or No Comment
5%	47%	48%	10%	25%	65%

1. BI - The Biographic Division is both widely used and praised at all levels
    in Regional Bureaus. Unfavorable comments mainly in scattered areas
    where reporting is difficult.

2. IR - The Library has less opportunity to attract attention. Speed of cir-
    culation service is the most frequent complaint. The Accession List
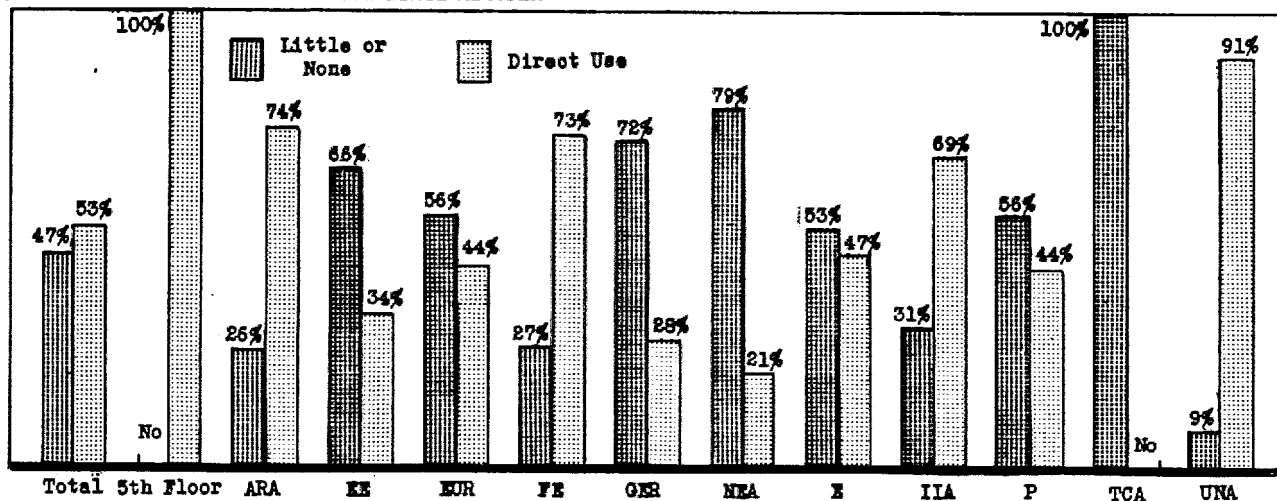   is appreciated.

IS R'S SETTING IN STATE DEPARTMENT ORGANIZATION ACCEPTABLE?

ONLY ONE OUT OF FIVE ADVOCATE DECENTRALIZATION

DECENTRALIZE (Russell Plan)	CENTRALIZE (Present)	NO POSITION	REPLIES BY BUREAU			
			Bureau	Decentralize	Centralize	No Position
			Fifth Floor	- %	100%	- %
			ARA	30	26	44
			EE	34	22	44
20%	39%	41%	EUR (Less EE)	40	16	44
			FE	19	54	27
			GER	-	57	43
			NEA	17	37	46
			E	26	60	14
			IIA	-	23	77
			P	-	22	78
			TCA	-	72	28
			UNA	9	45	46
			Total	20	39	41
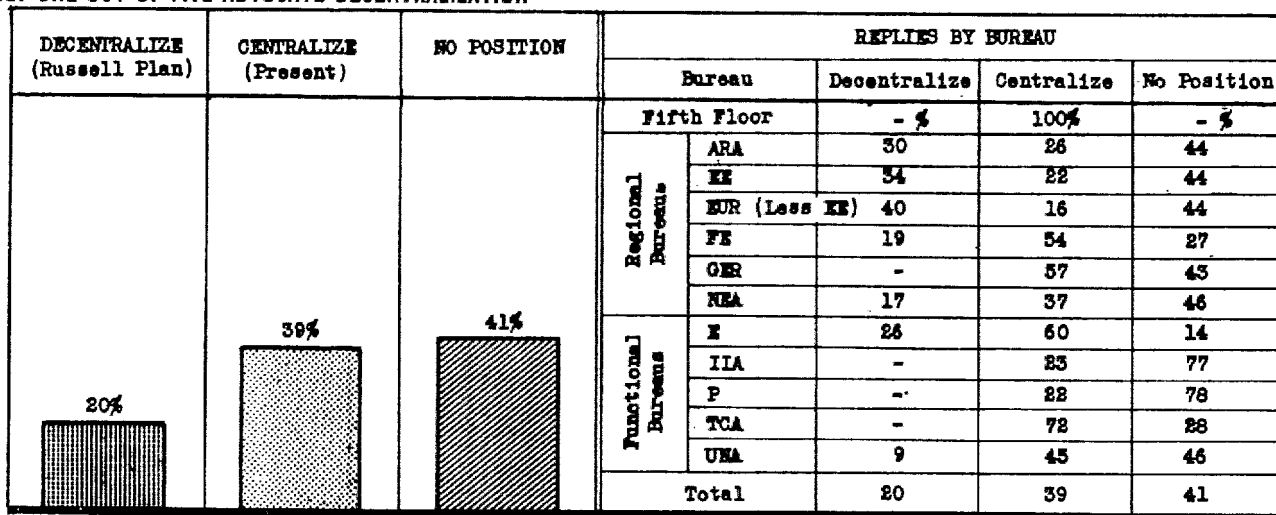
47% DO NOT WORK WITH THE "INTELLIGENCE ADVISER"

AND ONLY ONE IN THREE CONSIDER PRESENT RELATIONSHIPS WITH R ADEQUATE
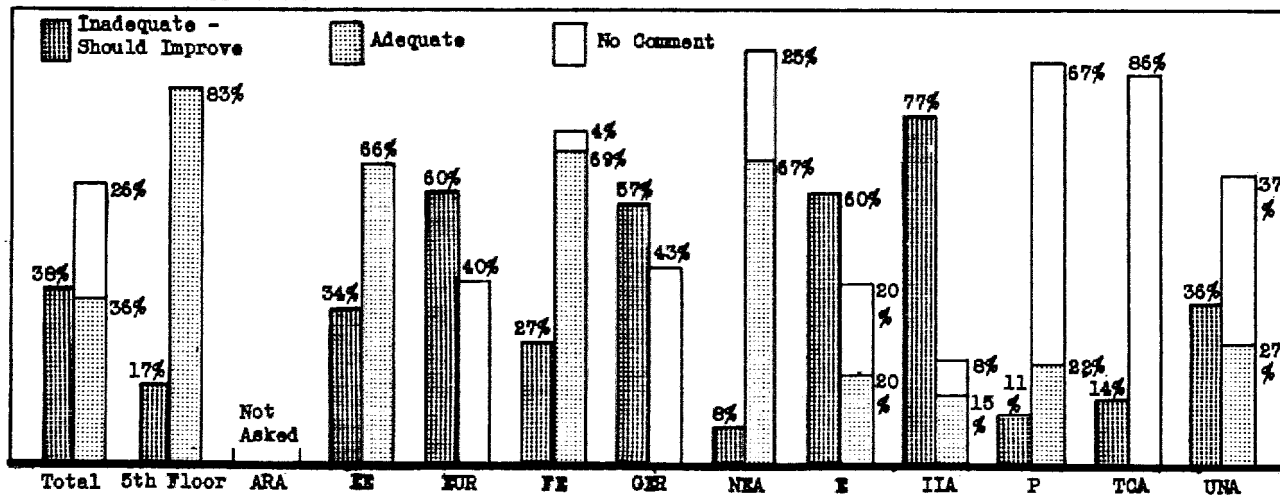
OBSERVATIONS

AN INTEGRATED INTELLIGENCE RESEARCH ORGANIZATION IN THE STATE DEPARTMENT IS A THOROUGHLY ESTABLISHED CONCEPT IN THE EYES OF THE BUREAUS

Some vestige of the original desire to disperse R among the Bureaus remains in the Geographic Bureaus, but this desire is strong primarily in EUR (less EE), and to a lesser extent in EE and ARA. Eight principal reasons are cited by the Bureaus in favor of the present integrated form:

(1) More economical - regular staff in R too small to disperse.
(2) Preserves objectivity and independence.
(3) Secretary should have direct access to intelligence arm.
(4) Avoids pressures of operations.
(5) Functional Bureaus would be deprived of service.

(6) Best means of meeting Department's IAC responsibilities.
(7) Much of R's work must be self-initiated.
(8) Use of R is a matter of personal relationships, not organization. Bureau might not provide proper supervision.

FIVE OF EIGHT INTELLIGENCE ADVISERS OR LIAISON OFFICERS ARE CURRENTLY NOT VERY ACTIVE, AND THREE BUREAUS LACK SUCH SERVICE

Bureau or Area	Activity of the IA	Comments
Fifth Floor	Daily - Armstrong, Scammon	Almost complete satisfaction found
ARA	50% of time, substantive	Strong coordination of relations
EUR (including EE)	10% of time, non-substantive	Half of Bureau officers do not use
FE	90% of time, substantive	73% of Bureau officers use
GER	Five incumbents in 27 months	Considered additional duty
NEA	No present incumbent	Desks work direct
E	5-10%, non-substantive	53% work direct
IIA	Provided through CPI	Does not meet need in New York
P	On another assignment at present	Has provided liaison
TCA	No incumbent	Need not clearly developed
UNA	15% of time, substantive	91% work direct

DISSATISFACTION WITH R RELATIONSHIPS EXISTS WHERE LIAISON IS WEAKEST

1. EUR - 60% of those outside of EE feel that better organized relationships are desirable. EE already enjoys such relationships with DRS.
2. GER - 57% express the same feeling as those in EUR.

3. E - 60% desire closer working relationships - a feeling which was expressed at all levels in Bureau.

4. IIA - 72% feel the need for better current relations - especially pronounced in IBS, IPS.

CAN OIR BE OF GREATER SERVICE?

76% Express the View That OIR's Services Should Be More Useful or More Extensively Used by the Bureaus. In Summary, the Following:

Department of State

Legend:
- 76% Yes – OIR can be of greater service
- 10% No – Present level of service is satisfactory
- 14% No – Not interested or no comment

53% / 47%

Fifth Floor

This area considers itself well served by Armstrong, Howe, Scammon. S/P is heaviest user. Others more selective based upon careful screening in S/S. More verbal communication. Only regret of this level is that more use is not made in Bureaus.

Regional Bureaus

78% 5% 17%

ARA

This appears to be an emerging relationship. Greatest acceptance exists in OSA. But interest has been awakened in MID by recent estimate. RA is most negative at this time. Emphasis is placed upon R's learning Desk needs at first hand.

84% 4% 12%

EUR

1. EE praises service on USSR but needs more help on Satellite Countries.
2. WE, RA, BNA complain of isolation which militates against proper service. Greatest need expressed by Western European Desks (France, Italy, Swiss, Benelux, Spain, Portugal).

Functional Bureaus

80% 20%

E

E is most dissatisfied of functional customers. Greatest need said to exist on Economic Defense (EDS), Financial and Development Policy (OFD), Int'l. Materials Policy (OMP). Least need reported by Commercial Policy, Lend Lease, Transport and Communications. Labor.

100%

IIA

Principal studies made in Publications and Broadcasting. Both are avid consumers, needing material both for background and immediate program use. Interviews indicate problems of distribution, declassification and working relationships.

69% 4% 27%

FE

1. EA most favorable in attitude, maintains very close relationships. Would welcome more service.
2. PSA very dissatisfied with level of service. Relationships poor.
3. CA, friendly user, hard to assess at this time.

100%

OIR

1. Political Section makes moderate use but desires improvement, and closer relations.
2. Economic Section makes little use and appears dissatisfied.
3. Public Affairs Section anticipates increase in demand.
All stress importance of breaking down isolation.

77% 23%

P

Difficult to appraise need of this Bureau during the readjustment in organization. Top policy personnel appear to be principal users.
PS, PL, RE are not users. Problems cited by UNESCO Relations and PA specialized, of domestic character.

72% 28%

TCA

Need not yet crystallized, though services to date widely appreciated. Principal users appear to be the Development Services, but these indicate heavy reliance to be placed on field agencies. Little if any need reported by Health, Agriculture, Natural Resources.

50% 38% 12%

NEA

NEA is the best satisfied of Bureau customers. AF Branch completely satisfied; relationships close and continuous. Similar condition prevails in GTI. However, RE and SOA Branches would welcome additional help if DRN's workload permits.

73% 18% 9%

UNA

Three offices feel needs not properly met: Dependent Area Affairs, Economic and Social Affairs, Political and Security Affairs. Desire closer relationships and opportunity to give guidance. OIA does not require service. USUN interviews indicate distribution and relationships problems.

142 COMMENTS WERE MADE REGARDING WAYS IN WHICH OIR SERVICES CAN BE MORE USEFUL

38% (54) ADVOCATE CLOSER WORKING RELATIONSHIPS

The most frequently mentioned need is a "cementing of relationships" to the end that OIR analysts gain "first-hand contact with and understanding of Desk operations," and that the Desks be placed in a position to "stimulate more studies." This step is given highest priority by ARA, EUR (less EE), GER, IIA, P and UNA. It is considered of minor importance by the Fifty Floor, EE, NEA and TCA.

27% (38) FEEL THAT OIR STAFFING SHOULD BE IMPROVED

OIR is considered "overworked and understaffed" by EE and NEA, and to a lesser extent by ARA, FE, E, EUR (the latter complains particularly of the inroads of NIS). Other Bureaus rate staffing second to improved relationships.

It is of interest that one or more officers in four Bureaus state that due to unavailability of OIR service it is necessary for them to perform some of their own research (ARA, EUR, FE, E).

15% (21) STRESS SPEEDIER OR MORE TIMELY SERVICE

Only EE, Fifth Floor and P find present service fast enough to meet their needs consistently, based upon comments received. In other Bureaus—particularly ARA, EUR, E and IIA—speed is considered a requisite of improved use. Several advocate spending less time in "finishing up" drafts.

20% (29) SUGGEST OTHER SERVICE FACTORS

A large variety of comments is represented here. IIA is particularly concerned with distribution and declassification problems. EUR, GER and E are concerned that a "more helpful attitude" by displayed. All are concerned that proper attention be given their requests and several suggest a formal advance planning and scheduling procedure.

CONCLUSIONS OF CONSUMER ANALYSIS

1. R is well known and widely used, either formally or informally.

2. Timeliness is the principal complaint of OIR users. Quality and readability receive predominantly favorable comment. But Current Intelligence Products (DIC's and IB's) find the least favor.

3. BI products are widely used and praised at all levels in the Regional Bureaus. Unfavorable comments received from those areas where reporting is difficult.

4. The Library is not widely known and used since it has less opportunity to attract attention. Speed of circulation service is principal complaint heard.

5. An integrated Intelligence Research Organization is a thoroughly established concept in the eyes of the Bureaus.

6. Five of eight Intelligence Advisers and Liaison Officers are currently not very active, and three Bureaus lack such service (TCA, NEA, IIA).

7. Dissatisfaction with R relationships exists where liaison with the Bureaus is weakest: EUR (less EE), GER, E, IIA.

8. 76% of Bureau officials believe that OIR can be of greater service. The conditions of greater service are:

    - Closer working relationships
    - Improved staffing in research divisions
    - Speedier or more timely service
    - More helpful attitude
    - Better planning and scheduling; proper attention to requests.

The most critical problems are found in two Regional Bureaus--
EUR (less EE) and GER--and in the Functional Bureaus generally.
Most satisfactory conditions prevail with S/P, NEA and FE, EE.

PART ONE

B—THE PRODUCER (ANALYST) ANALYSIS

METHOD OF STUDY

Four-hour interviews with selected analysts built around five questions:

- Who he is and how he was selected
- What he does
- How he works
- What obstacles he finds
- What his expectations are

COVERAGE AND VALIDITY

Approximately 5% of total analyst employment interviewed. Interviewees selected to provide full representation by program, discipline, grade, etc.

Program		Discipline		Grade		Other Factors	
Regular	- 12	Political Science	- 16	GS-13 - 5		Male	- 19
NIS	- 6	Economics	- 5	GS-12 - 6		Female	- 5
IIA	- 3	Sociology	- 1	GS-11 - 6		Ph.D.	- 4
TCA	- 1			GS-9 - 5		Masters	- 10
BI	- 2			GS-7 - 2		Bachelors	- 10

The sampling is considered reasonably representative of analysts, their opinions and attitudes.

THE ANALYST—WHO HE IS

R can be proud of the corps of professional talent it has assembled.
Our study of the "sample" reveals that:

HE IS WELL PREPARED FOR HIS TASKS

Education - 16% Doctor's Degree, 42% Master's Degree, 42% Bachelor's Degree.
Language Ability - 25% read 3 or more - 46% read 2 or more.
Outside Study - 50% are now engaged in outside study.
Experience - 3¼ years in R. 50% transferred from other Intelligence Activities.

HE RESPECTS THE HIGH IMPORTANCE OF HIS TASKS

In response to the question: "What are the Qualifications of the Perfectly
Qualified Analyst?"

First - Education and experience in the area and discipline.
Second - Ability to write quickly, clearly, concisely.
Third - Objectivity, intellectual honesty, perspective.
Fourth - Cooperative personality and ability to work with people.
Fifth - Enthusiasm; drive; interest in job, area and subject.
Sixth - Successful research experience; knowledge of techniques.

Even with this background, 54% feel that further training is desirable.

HE HAS A GENUINE, LONG-TERM INTEREST IN HIS WORK

1. As evidenced by his feeling of job satisfaction:
     - None engaged in personal criticisms or petty complaints.
     - Willingness to work "as many hours as the job requires."
     - Favorable feeling about promotional opportunity - 75% think good.

2. As evidenced by his career interest:
     - 54% intend to stay in R.   ) Two out of three evince
     - 12% intend to stay in intelligence work.) a career interest.
     - 12% are interested in an operating responsibility in State Department.
     - 8% want to teach or write.
     - 14% have other interests.

WHAT HE DOES—HOW HE WORKS
Based upon a Study of 22 Analysts

HIS TASK IS DIVERSIFIED AND HIS WORKLOAD IS HEAVY

Tasks	PERCENT OF TIME DEVOTED	Equivalent Man Hours Per Week	
		NIS	Regular
Written Products	39.5% / 59.3%	23.7	15.8
Oral Products	10.6% / 2.3%	0.9	4.3
Background Study	32.2% / 17.0%	6.8	12.8
Reviewing Work of Others	8.7% / 15.4%	6.2	3.5
Administration and Other	9.0% / 6.0%	2.4	3.6
		40.0	40.0

(legend: Regular Analysts / NIS Analysts)

Only 39.5% of the time of the Regular Analyst is available for written products - about 16 hours per week. On an average each analyst has 3.5 projects in process requiring 138 hours to complete, thus the average "backlog" per analyst is nine calendar weeks of work. Question: can other time be reduced?

ALMOST HALF OF THE "PRODUCTION TIME" IS DEVOTED TO PREPARATION AND FINISHING STEPS
HOURS DEVOTED EACH WEEK TO -

Research Planning	Search for Data	Analysis and Composition	Official Editing
1.4 / 2.1	4.1 / 4.7	8.1 / 13.5	2.2 / 3.4
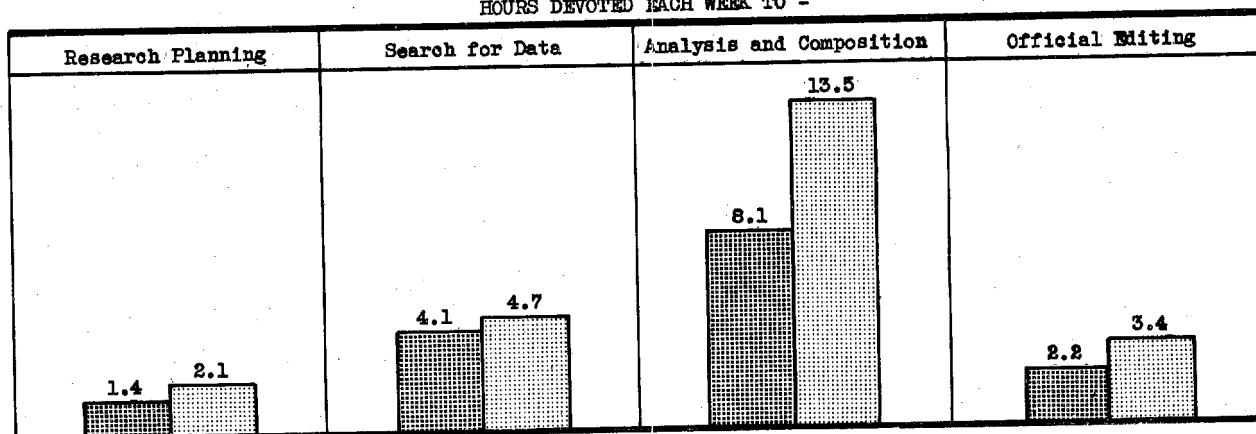
Thus only 8 hours per week are available for analysis and composition of written products. Question: can the analyst be relieved of any part of the remaining steps?

HE IS FREQUENTLY INTERRUPTED
CASE HISTORY OF A POLITICAL ANALYST (DRF)
Average No. of starts per week for five analysts was 41.

Tasks	Dispersion of Time by Day by Task					Number of Starts	Average Minutes Per Start
	Feb. 6	Feb. 7	Feb. 8	Feb. 11	Feb. 12		
Written Products						16 (3 papers)	57
Oral Products						11	43
Background Study						16	49
Reviewing Work of Others						0	0
Administration and Other						7	29
						50	48 min.

Question: can number of interruptions be reduced?

THE ANALYST POSES FOUR GOALS
FOR IMPROVEMENT OF HIS WORK

FIRST—GREATER FREEDOM TO DO HIS JOB WELL

Greatest emphasis is placed upon the following steps:

A. FEWER INTERRUPTIONS

Ten analysts commented on various aspects of this problem:

"Too much time required to read daily take."
"Interruptions hamper production. . .and priority changes."
"Reduce diffusion of time."
"Relieve of administrative work."
"Secure proper allocation of analyst's time to important tasks."
"Relieve of interference from current intelligence work requirement."
  Two out of three analysts state that current intelligence inter-
  feres with basic research.

B. MORE ASSISTANCE ON ROUTINE TASKS

Eighteen of the 24 analysts cited opportunities for release of their time
for more productive duties. One estimated that 25%, and another that 40%,
of his time could be conserved:

  7 feel that portions of NIS work could be farmed out to uncleared per-
sonnel -- 3 would like a research assistant for data searching, reading
and marking for files -- 4 would like assistance in reading, marking,
clipping or abstracting the foreign press -- 4 want more clerical
support "to keep files current", perform proofreading, prepare photo-
graphs -- With regard to services 29% say typing inadequate, 35% say
reproduction inadequate, 40% say routing and follow-up of serials
inadequate, 32% say LR services inadequate.

C. BETTER PLANNING AND SUPERVISION

Ten analysts cite organizational obstacles to better performance:

  "R organization as a whole needs a clear picture of functions and re-
sponsibilities, now spread too thin -- Stop split allegiance to OPI
and Branch Chief -- Supervisor should provide more guidance, especially
when project is initiated (3 state no one reviews project prior to
acceptance and 4 receive no help on outline) -- Now too many echelons
of supervision -- Use more team work, mutual help and exchange of ideas
within R organization.

THE ANALYST POSES FOUR GOALS
FOR IMPROVEMENT OF HIS WORK

SECOND—MORE KNOWLEDGE OF THE USERS AND USES OF R PRODUCTS

PRODUCTS	WHAT PERCENT OF PRODUCTS MAKE THE FOLLOWING CONTRIBUTIONS		
	Important Direct	Subsidiary but Real	Some, Little or Do Not Know
REGULAR	29%	29%	42%
NIS	22%	18%	60%
BIOGRAPHIC	73%	22%	5%

Lack of real knowledge of end use is the factor having most adverse effect on morale of Regular and NIS Analysts. This problem is perhaps aggravated by fact that many analysts lack regular formal contacts with the Bureaus. Only five attend Bureau meetings, and most contacts are said to be by telephone. Seven were strong in belief that R's work suffered from "Insulation." Two-thirds said they had no contact with Intelligence Adviser, and the remainder reported contacts very occasional, mainly in connection with clearance matters. 61% believe Bureaus get better data than R, or get data quicker.

THIRD—MORE ADEQUATE TRAINING AND ORIENTATION

- 86% consider field trips important to proper performance.
- 54% recommend formal training, including top-level orientation, seminars on relationships problems, seminars on research methods, training in writing techniques.
- 16 of 21 analysts questioned admitted no use of the Analysts' Manual (one had not seen).
- The role of R/ES, ERS and PCS is neither understood nor appreciated:
  None have contact with R/ES. One never heard of.
  9 of 21 reported no contact with ERS. None considered fruitful data or research source.
  7 of 15 reported no contact with PCS. Relationships termed insignificant.
- Most consider performance rating inadequate as a recognition of performance.

FOURTH—BETTER FACILITIES

Half of the analysts feel that space conditions militate against proper performance. One out of four stated that less noise and more privacy would contribute to increased output. Of 21 expressing opinions on dictating equipment,
  Six would definitely like such equipment.
  Five others felt dictating machines might prove beneficial.

CONCLUSIONS OF THE ANALYST ANALYSIS

1. R HAS AN ENVIABLE CORPS OF PROFESSIONAL TALENT

- Well prepared by education and experience
- Possessed of idealism regarding the importance of the tasks
- Possessed of genuine, long-term interest in the work of R.

2. THE WORKLOAD OF THE ANALYST IS DIVERSIFIED AND HEAVY

The average analyst studied has only eight hours per week available for the highest productive step of analysis and composition of written products. His backlog of project work is approximately nine weeks.

3. THE PRODUCTION OF THE ANALYST IS FURTHER REDUCED

by the numerous interruptions to which he is exposed. Five analysts studied for one week experienced an average of 41 interruptions during this period. (It is believed that this condition contributes heavily to the dislike of current intelligence work, which constitutes an additional source of interruptions.)

4. ANALYSTS PROPOSE SEVERAL STEPS

for the improvement of their productivity and effectiveness:

- A. Fewer interruptions
- B. More assistance on routine tasks
- C. More knowledge of the users and uses of R products
- D. Better work planning and supervision
- E. More adequate training and orientation
- F. Better facilities, providing less noise and more privacy

PART ONE

C—THE ADMINISTRATOR ANALYSIS

FIVE QUESTIONS EXAMINED

1. What Is the State Department Role in the Intelligence Community?

2. How Do R's Executives Spend Their Time?

3. What Types Of Controls Are Applied?

4. Is the Organization So Constructed as to Secure Effective Use of Executive Time and Skills?

METHOD AND COVERAGE OF STUDY

1. Study of NSC Directives, and interviews with 17 officials of IAC agencies, plus 4 officials of Bureau of Budget.

2. Interviews with all R administrators* from the Special Assistant to branch chief level.

3. Daily diaries for five consecutive days from 68 R administrators.

4. Discussions with key administrative personnel of the Department, including Deputy Assistant Secretary, A/MS, DB, DP, CS.

* Excluding SPS and two Intelligence Staff Officers whose work was not covered by the survey.

STATE DEPARTMENT'S ROLE IN THE INTELLIGENCE COMMUNITY

In order to avoid restrictions on the use of this report which would result from a higher classification of its contents, direct quotations from NSC Directives have been deleted. It should be noted, however, that the directives as a body, and related delegations, among other things

A. Define State Department's fields of dominant interest: Political, Cultural, Sociological. (Intelligence in Economic, Scientific, Technological fields to be developed "as needed.")

B. Transfer to State Department (January 1951) functions formerly performed by the CIA in the fields of Political, Sociological and Cultural research, including responsibility for intelligence in support of Psychological Programs.

C. Describe the responsibilities of the Department's intelligence arm as

1. The provision of Basic, Current and Staff intelligence needed by the Department to execute its mission and discharge its lawful responsibilities.

2. The contribution of reports, estimates, briefs or summaries as requested by proper authority in connection with the Government's program of National Intelligence.

D. Charge the Director of Central Intelligence with the conduct of surveys and inspections of Departmental intelligence materials.

A study of these directives, supplemented by conversations with several key executives in the Intelligence Community, leaves partly unanswered a number of basic questions.

QUESTIONS SUGGESTED BY NSC DIRECTIVES

STATE'S RESPONSIBILITY FOR LEADERSHIP AND COORDINATION WITHIN THE INTELLIGENCE COMMUNITY IN THE FIELDS OF ITS DOMINANT INTEREST

One directive provides that steps be taken to minimize independent intelligence production by any agency in the fields of dominant interest assigned to another. It further provides that agencies exchange information and plans. In the case of one field of intelligence, the agency of dominant interest is given explicit responsibilities to

- Review requirements, facilities and arrangements.
- Insure that full knowledge and talent is applied.
- Evaluate pertinence, extent, quality of data and develop ways of improving.
- Conduct common service research to supplement production of other agencies and fill requests of IAC.

Question: Does State Department have any of the above responsibilities in its fields of dominant interest? If so, should it take more active steps to exercise coordination and provide leadership, especially in view of the 1951 transfer of responsibilities from CIA?

THE EXTENT TO WHICH STATE DEPARTMENT RECEIVES OR SHOULD SEEK LEADERSHIP AND GUIDANCE FROM THE CENTRAL INTELLIGENCE AGENCY

The Director of Central Intelligence is charged by one directive with responsibility for developing comprehensive objectives to guide the collection and production of National Intelligence. He is also charged with the conduct of such surveys and inspections of Departmental intelligence materials as he deems necessary to advise the NSC and make recommendations for the coordination of intelligence activities.

Question: Is such leadership and guidance provided in sufficient degree? Should the Department seek more guidance with particular emphasis upon assessing the adequacy of production in relation to Departmental and National needs? Is the current balance between Basic Intelligence production on the one hand and Current Staff Intelligence on the other hand, optimum?

THE EXTENT TO WHICH R RECEIVES OR SHOULD SEEK GUIDANCE AND SUPPORT FROM WITHIN THE DEPARTMENT ITSELF

One directive specifies that Departmental Intelligence is that needed by a Department, and the subordinate units thereof, to execute its mission and discharge its lawful responsibilities. Current Intelligence is defined as that of immediate interest and value to operating and policy staffs. Staff Intelligence is to be produced as each department shall require.

Question: Is R alone responsible for determining what is "of interest and value" to operating and policy officers? If not, should more satisfactory means of securing such guidance be sought? Should steps be taken to secure more active consideration by top policy levels of the adequacy of R's staffing and facilities in relation to departmental needs for current and staff intelligence?

HOW DO R EXECUTIVES SPEND THEIR TIME?

Legend:
- Working with Subordinates
- Budget and Personnel
- Conferences and Meetings
- Reading, Review and Writing

Special Assistant for Intelligence — 18%, 19%, 39%, 24% (Abnormal)

Deputy Special Assistant — 17%, 71%, 12%

Director, Executive Staff — 9%, 47%, 30%, 14% (Abnormal)

Director Office of Intelligence Research — 22%, 14%, 33%, 31%

Director Office of Libraries and Intelligence Acquisition — 40%, 21%, 19%, 20%

CIR Staffs — 15%, 18%, 40%, 27%

Deputy Director — 39%, 18%, 20%, 23%

OIR Division Chiefs — 25%, 13%, 37%, 25%

OLI Division Chiefs — 25%, 12%, 38%, 25%

Deputy Division Chiefs — 18%, 10%, 38%, 34%

Branch Chiefs — 20%, 6%, 24%, 50%

DISTRIBUTION OF TIME OF DIVISION CHIEFS

Division	Percent of Time Devoted to Following			
	Working with Subordinates	Budget and Personnel	Conferences and Meetings	Reading, Review and Writing
DRA	42%	12%	34%	12%
DRF (Yager)	20	7	55	18
DRS	40	8	20	32
DRW	8	19	46	27
DFI	23	21	27	29
IAD	20	14	46	20
BI	26	13	37	24
IR	28	10	32	30
(Data on DRN not available)				

OBSERVATIONS

The data reported are based upon one cycle of five days, occurring in most cases during the last half of February, 1952. While not necessarily representative, the following may be significant:

FIRST—TWO-THIRDS OF THE TIME OF R EXECUTIVES IS DEVOTED TO DUTIES OTHER THAN THE IMMEDIATE SUPERVISION OF SUBORDINATES

The majority of the time reported was spent in meetings, conferences, reading, review- ing and writing. On an average, R executives spent this five-day period as follows:

- 1-2/3 days in conferences and meetings.
  (A total of 484 conferences other than regular meetings were held by 35 executives.)
- 1-2/3 days reading, reviewing, writing.
- 1-2/3 days on administrative matters (one day working directly with subordinates).

SECOND—THE TOP TWO EXECUTIVES OF R APPEAR TO HAVE LIMITED TIME IN WHICH TO WORK WITH OFFICE EXECUTIVES AND R/ES, EXCLUSIVE OF TWO REGULAR STAFF MEETINGS

The Special Assistant's diary revealed a total of 22 contacts with R Executives, but 17 of these were with staff personnel in his immediate office. At the Office Level there was one conference with the Director of OIR, and two meetings with the Director of R/ES.

The Deputy Special Assistant's diary revealed 37 individual contacts with R execu- tives. All but eight were with personnel in the Front Office. Of the eight, two were with R/ES, three with OLI and four with OIR.

THIRD—OIR DIVISION CHIEFS VARY WIDELY IN THE TIME AVAILABLE FOR OR DEVOTED TO DIRECT SUPERVISION OF SUBORDINATES

Division	No. of Contacts by Chief and Deputy	Minutes Spent	No. of GS-7 and Above	Contacts Per Person	Minutes Per Person
DRA	42	1,740	22	1.9	79.0
DRS	49	1,420	53	0.9	26.8
DRF	48	1,020	60	0.8	17.0
DFI	18	535	34	0.5	15.7
DRW	22	540	65	0.3	8.3

The percentage spread in time devoted per person was 850% between the highest and lowest divisions.

FOURTH—OIR BRANCH CHIEFS SPEND HALF OF THEIR TOTAL TIME IN READING, REVIEWING, AND WRITING, REFLECTING THE SUBSTANTIVE DEMANDS UPON FIRST-LINE SUPERVISION

It is striking to note that the time devoted to the product itself increases markedly at the point of immediate supervision:

	% of Time to Written Product
Director of OIR	31%
OIR Division Chiefs	25%
OIR Deputy Division Chiefs	34%
OIR Branch Chiefs	50%

While this expenditure of time is directly related to "Quality Control," it calls atten- tion to the importance of adequate "administrative" assistance at the division level.

FOUR TEST QUESTIONS CONCERNING CONTROLS

TEST QUESTIONS	OBSERVATIONS	
	STRENGTHS	POSSIBLE WEAKNESSES
HOW IS THE RESEARCH PROGRAM PLANNED?	1. Estimates and major studies - The Program Guide for 1952 sets a general pattern "to guide OIR in its approach to major intelligence problems such as generally treated in IE's, NIE's and major intelligence reports of interest to the EO." Reinforcing this Guide will be a semi-annual program review with each division chief. 2. Support Programs - The NIS Program has been carefully outlined by the CIA "Standard Instructions" and the actions of the NIS Committee. IIA support is coordinated by a staff under the CPI. Study is now being given to TCA support by OIR.	1. Since IE's and NIE's represent but a segment of Regular Program hours, a substantial part of the research program lacks central or coordinated guidance. 2. Consumer Reaction studies indicate that principal sources of major program guidance are IAC, R's channel to the Top Level including S/P. The views of the Assistant Secretary Level represent a rather untapped source since Intelligence Advisers do not function effectively in this respect, with exceptions. Intra-Bureau guidance is spotty for same reason. CIA is most active of IAC Agencies. 3. Division and branch chiefs do a minimum of recorded planning. This limits planning for acquisition.
HOW IS PRODUCT QUALITY CONTROLLED?	1. Regular Program - Division and branch chiefs devote substantial effort to the reviewing of products prior to completion, and appear to achieve a superior degree of control. The EO provides similar excellent control of estimates and papers of interest to the EO. 2. Support Programs - NIS sections are subjected to approximately six reviews, including the branch, division, OIR coordinator and the CIA. A high degree of perfection is sought. The CPI performs limited quality coordination. 3. Current Intelligence is controlled by PCS.	1. It is felt by some OIR customers and some analysts that division-branch review is overdone in relation to need. 2. Customer reaction with respect to quality and utility is not systematically canvassed. This again is believed to reflect a weakness in the Intelligence Adviser program. The evaluation procedure in EUR appears mechanical and results are of questionable utility.
HOW IS THE TIMING AND SPEED OF WORK CONTROLLED?	1. Regular Program - EO papers are thoroughly scheduled and successfully policed. Divisions tend to give top priority to these projects. Serial products are given continuing attention. Current Intelligence is actively (though less intensively) coordinated by PCS. Scheduled briefings are faithfully met. BI products are uniformly on time. 2. Support Programs - NIS is the most elaborately scheduled of R projects, and progress is thoroughly documented by section and stage. CPI maintains progress review of IIA projects.	1. Regular Program Projects other than estimates, serials and Current Intelligence are not subjected to consistent or realistic scheduling. The Work Jacket is given only token attention, and PCS lacks the basis of operating an effective control. Division and branch chiefs are beset by so many problems that "non-substantive control" is neglected. Those who try are undoubtedly discouraged by the inexact nature of such controls. The Intelligence Advisers lend little assistance here. 2. NIS suffers from above problems, plus staffing.
HOW IS MANAGEMENT INFORMED OF GAPS AND FAILURES?	1. Regular Program - As cited above, adequate control techniques appear to exist with respect to major projects. Other program items are reported in bi-weekly and monthly reports. R/ES compiles a detailed summary monthly for management in the Program Reporting Book. 2. Support Programs - A system of meetings and reports keeps a sharp focus on the status of NIS. 3. Matters of general interest are additionally reported to management through the system of staff meetings held at Division, Office and R levels.	1. Due to the absence of complete planning and control, the basis for accurate analysis of performance by management is lacking. OIR division project status reports vary widely in frequency and content (bi-weekly to quarterly). 2. Most meetings and reports appear informational rather than action-getting in character. It is noted that recent R/ES study questions the Bi-Weekly Report of Special Activities and the Monthly Report to R. The Divisional Staff Meeting appears in need of stronger development. 3. The Program Reporting Book (a $20,000 production) is now being recast to improve usefulness.

EVIDENCES OF THE NEED FOR STRONGER AND MORE ACCURATE
CONTROLS OVER THE TIMING AND SPEED OF PRODUCTION

ANALYSIS OF WORK IN PROCESS (REGULAR PROGRAM)

PERFORMANCE IN RELATION TO SCHEDULED DELIVERY DATE	PERFORMANCE IN RELATION TO ESTIMATED MAN HOURS	KNOWLEDGE OF PROJECT STATUS
158 Projects Recorded in IDR January 1952	Average of 53 Projects Reviewed with Divisions in February 1952	127 Open Projects Reviewed with Divisions in February 1952

Behind Schedule 55%
Schedule "Indefinite" 41%
In Process 7.9 Mos.
In Process 10.5 Mos.
Not Yet Due 4%

On an average 9.6 mos. had elapsed since first estimate
360 Man Hours
186 Man Hours
Original Estimate
Present Estimate

Total Open Projects 127
Status Known
(1) Completion date
(2) Man hour estimate
53 (42%)

PRODUCTION RECORD UNDER NIS PROGRAM (MONTHLY OUTPUT OF SECTIONS)

FISCAL YEAR 1950	FISCAL YEAR 1951	FISCAL YEAR 1952 (9 Mos.)
% Authorized Staff - 74%	% Authorized Staff - 75%	% Authorized Staff - 82.5%

Average Monthly Commitment 1950 Produced 36.5% of 288
Average Monthly Commitment 1951 Produced 68% of 216
Average Monthly Commitment 1952 Produced 41.5% of 171

J A S O N D J F M A M J J A S O N D J F M A M J J A S O N D J F M
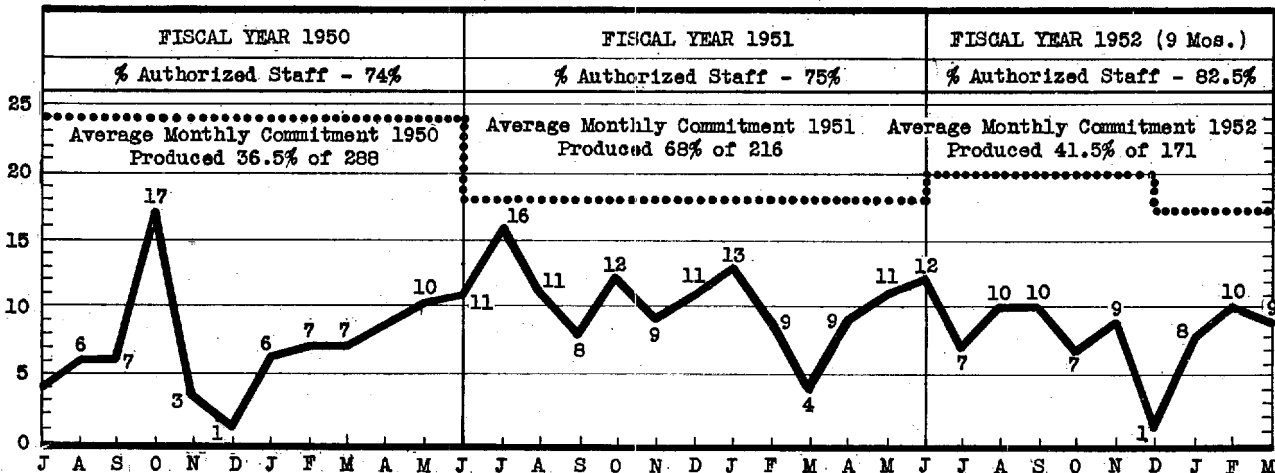
DIFFERENCES IN DEPLOYMENT OF ANALYST CAPACITY

FUNCTION	PERCENT OF MAN HOURS ALLOCATED IN FOUR SELECTED BRANCHES*			
	Northeast Asia	African	North and West Europe	DRS Foreign Political
NIE's and IE's	13	4	17	9
Intelligence Reports	19	30	27	11
Serial Reports	2	1	3	16
Special Papers	2	1	7	2
Briefings	4	2	2	2
Current Intelligence	9	8	10	8
Spot Inquiry	7	7	4	8
Reading, Other Intake	37	37	21	39
Administration	7	10	9	5

* The above study is based upon a six-month projection of "Regular Program" effort developed in collaboration with the Branch Chiefs concerned.

IS THE ORGANIZATION PROPERLY CONSTRUCTED?

The R Area is fortunate in having a young and vigorous top management team, wholeheartedly devoted to its tasks. This great strength compensates for the many natural difficulties encountered in administering functions of such complexity. Three principal matters warrant attention:

FIRST—THE TOP MANAGEMENT STRUCTURE IS LOOSELY KNIT

A. Due to the extreme demands upon their time, the top executives lack the opportunity to exercise close direction over the Office Directors.

B. The Director of R/ES is, as a result, attempting to fill part of this administrative gap but from the position of a staff - not a line - officer.

C. The Director of OIR is seriously overburdened, and must choose the strongest vehicle of program management available to him - the EG.

D. The Director of OLI has a more manageable task, and more time in which to direct the functions assigned to him.

SECOND—MOST TOP MANAGEMENT FUNCTIONS CAN MAKE A BROADER OR MORE EFFECTIVE CONTRIBUTION

The following warrant particular consideration:

(1) The Special Assistant's Office	(6) The NIS Coordinator
(2) The Director, R/ES and Staff	(7) The CPI
(3) The Director, OIR	(8) The ERS
(4) The Director, OLI	(9) The PCS
(5) The EG	

In addition the role of each division can be strengthened in one or more respects.

THIRD—STRONGER ORGANIZATION WILL IMPROVE THE UTILIZATION OF EXECUTIVE SKILLS

Our observations have been sufficiently close to permit evaluation of the utilization of 40 principal executives. All are rated "average" or above in professional qualifications and performance--an unusual record. However, 13 do not appear effectively utilized, due to one of following reasons:

- Better suited to broader substantive participation: 4
- Qualified for more responsible management role: 9

This finding will guide our suggestions regarding future organizational refinements.

A SYMBOLIC DIAGRAM TO VISUALIZE PROBLEM ASPECTS OF ORGANIZATION

(Based upon Interviews and Observations)

```
                    ┌─────────────────────────────────────────┐
                    │ Special Assistant - Intelligence  GS-17  │
                    │                                          │
                    │   Deputy Special Assistant  GS-15        │
                    └─────────────────────────────────────────┘
```

Direct and Continuous Management Control.

Spasmodic Management Control or Lacking Full Authority.

(The existence of GS-15 grades at four organization levels is an indication of the number of positions of top responsibility and the "ceiling" problem.)

```
┌──────────────────────────┐                    ┌──────────────────────────┐
│ Director OIR  GS-15       │                    │ Director, Executive Staff │
│ Deputy Director OIR  GS-15│◄─ ─ ─ ─ ─ ─ ─ ─ ─ ►│ Director OLI  GS-15       │
└──────────────────────────┘                    └──────────────────────────┘
```

Director, Executive Staff GS-15

```
          ┌──────────┐
          │ Chief    │
          │ PCS      │
          └──────────┘

┌──────────────┐ ┌──────────┐ ┌──────────┐ ┌──────────────┐
│ NIS          │ │ CPI      │ │ Other    │ │ Current      │
│ Coordinator  │ │          │ │ Staffs   │ │ Intelligence │
└──────────────┘ └──────────┘ └──────────┘ └──────────────┘
   GS-15                         Three
                                GS-15's

          ┌──────────────────┐
          │ Estimates Group  │
          └──────────────────┘
```

OIR Divisions
Six Chiefs GS-15 Two Subordinates GS-15

OLI Divisions
(IAD GS-15)

```
┌─────────────┐ ┌─────────────┐ ┌──────────────┐ ┌─────────────┐   ┌──────────────┐ ┌─────────────┐
│ NIS         │ │ IIA         │ │ Administrative│ │ CI          │   │ Administrative│ │ NIS         │
│ Coordinator │ │ Coordinator │ │ Officer      │ │ Coordinator │   │ Officer      │ │ Coordinator │
└─────────────┘ └─────────────┘ └──────────────┘ └─────────────┘   └──────────────┘ └─────────────┘
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PRINCIPAL OBSERVATIONS ON PRESENT ORGANIZATION STRUCTURE

▨ Top Management functions whose contribution to R's program can be broadened or made more effective.

Figures at top of each box are total number of positions of all types.

(R) SPECIAL ASSISTANT - INTELLIGENCE

As a principal "product" of the organization, the Special Assistant's time is heavily invested in external relations both in the Department and the IAC. Due to the importance of protecting this participation, the Deputy Special Assistant must be prepared to serve as an alter ego.

17

(R/ES) DIRECTOR, EXECUTIVE STAFF

The staff performs admirably in the executive fields of budget, personnel and general office services. Its ability to contribute more broadly to program and production management is limited by staff status to top executives who are able to devote minimum time to internal management. Analyst staff is relatively junior.

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(OIR) DIRECTOR, OFFICE OF INTELLIGENCE RESEARCH

1. Supervisory burden appears too complex, comprising full responsibility for the substantive program, as well as administration of two-thirds of R's force. Fourteen components directly responsible to the Director, most of a producing character.
2. Lacks immediate administrative officer support.

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(OLI) DIRECTOR, OFFICE OF LIBRARIES AND INTELLIGENCE ACQUISITION

Two principal questions are posed: (1) OLI as a group of functions is not coordinate in stature with OIR, being more in the nature of a supporting service. BI actually more akin to OIR than OLI. (2) The executive demands residing here may not fully utilize the substantive skills of executives assigned.

EG	1	NIS	16	CPI	6	ERS	6+	PCS	18		2		1	GE	4
ESTIMATES GROUP		NIS COORDINATOR		COORDINATOR PSYCH. INTELL.		EXTERNAL RESEARCH STAFF		PRODUCTION CONTROL STAFF		SPECIAL ASSISTANT SOCIOLOGICAL AFF'S.		SPEC. ASST. CENTRAL ASIA COMMITTEE		GEOGRAPHER	

| Basic question: Can the EG assume still broader program planning and quality control responsibility? | Responsible for 34% of R's program, but lacks authority to enforce compliance with NIS schedules. | R's planning and staffing to meet responsibility in this field not fully developed. | Potentiality as a producer of research to meet program needs not fully developed. | Collection of miscellaneous functions. Control not actually exercised. Possible conflict with CIA on Current Intelligence. | Position appears of doubtful importance as staff assistant to the Director. | Position appears of doubtful importance as staff assistant to the Director. | Appears to be an extraneous program. Receives little guidance. |

R E S E A R C H   D I V I S I O N S

25X1   25X1

DRA	34	DRF	87	DRN	73	DRS	81	DRW	98	DFI	44	BI	67	IAD	65	LR	102
AMERICAN REPUBLICS		FAR EAST		NEAR EAST, SOUTH ASIA AND AFRICA		USSR AND EASTERN EUROPE		WESTERN EUROPE		FUNCTIONAL INTELLIGENCE		BIOGRAPHIC INFORMATION		ACQUISITION AND DISTRIBUTION		LIBRARY AND REFERENCE SERVICES	

| Immediate problem is lack of Branch Chief support resulting in overload on Division Chief and bottlenecking of review. No Division Editor. | 1. Division Chief part time. 2. Division Economist serves in part as reviewing officer. Editor only GS-7. 3. No research Reference Unit. 4. PSA relationships poor. | No Asst. Chief provided, but Division has outstanding performance record on NIS and Bureau relations. | Current reorganization is correcting overload on Division Chief. | 1. GER-EUR relations poor. 2. Division Chief has minimum time available for administration. 3. Asst. Chief administers WE branch. | 1. Major opportunities for new or expanded services, including EDAC, TCA and perhaps UNA. 2. No Assistant Chief or Editor. | Primarily a research production function. Benefits might accrue from closer integration with OIR program, as well as more incentive to analysts. ▬▬▬▬▬ | 1. Document routing function also performed in part in LR, PCS. 2. Some duplication with LR exists on publications procurement and funds control. 3. Requirements planning function now limited by absence of OIR planning. 4. Division Chief overloaded. | Excellent steps now in process to resolve overlaps with DCR. Reference Officers not effective except in DRN and DRW. Broader service to Bureaus may be possible. |

CONCLUSIONS OF THE ADMINISTRATOR ANALYSIS

WITH REGARD TO THE DEPARTMENT'S ROLE IN THE INTELLI- GENCE COMMUNITY

Study of NSC Directives and brief conversations with IAC executives suggest three questions:

1. Does the Department have an obligation or an opportunity to exercise more leadership and direction in the Community with respect to its fields of dominant interest?

2. Should the Department seek more guidance from the CIA, particularly with regard to assessing the adequacy of its production?

3. If Departmental Intelligence is material of interest and value to operating and policy officers, does R not have an obligation to seek more aggressively the views and interests of Departmental customers?

WITH REGARD TO THE USE OF R EXECUTIVES' TIME

1. Two-thirds of their time is devoted to duties other than the immediate supervision of subordinates.

2. The two top executives appear to have limited time in which to work with the Office Directors and R/ES, exclusive of two weekly staff meetings.

3. OIR division chiefs vary widely in time available for, or devoted to, the direct supervision of subordinates.

4. OIR branch chiefs spend half of their total time in reading, reviewing and writing, reflecting the heavy substantive demands upon first line supervision.

WITH REGARD TO CONTROLS

1. Program planning of a formal nature is now performed for but a portion of the regular program of research.

2. Quality control is given continuing, substantial attention, but consumer reaction is not systematically tapped.

3. Production control is the most neglected aspect of R's management, as revealed by the lack of attention to accurate scheduling and vigorous expediting.

4. Management lacks fully useful current control reports and performance reviews which can serve as the basis for corrective action.

WITH REGARD TO THE ORGANIZATION

1. The top-management structure is loosely knit.

2. Most top management functions can, it is believed, make a broader or more effective contribution.

3. Stronger organization will improve the utilization of 1 out of 3 top executives.

PART TWO

PROGRAMS OF IMPROVEMENT

A—TO IMPROVE CONSUMER RELATIONS

- THE ORGANIZATIONAL VEHICLES
- USER EDUCATION AT THE DESK LEVEL
- DISTRIBUTION POLICIES
- CLASSIFICATION CONTROL
- CURRENT INTELLIGENCE PRODUCTS
- STYLE AND FORMAT OF WRITTEN PRODUCTS

THE ORGANIZATIONAL VEHICLES

THE PROBLEM

1. The Intelligence Adviser has not provided an effective channel or representative for the R Area. This vehicle is believed unsatisfactory for three reasons:

    A. He owes no allegiance to the R Area and is not responsive to R's problems.
    B. With exceptions he does not appear to enjoy top status or prestige in his own bureau, being considered a marginal contributor.
    C. He has tended to acquire major operating responsibilities, thus reducing his availability for the intelligence adviser role.

2. R's channels to Departmental customers have tended to be concentrated at the top and at the bottom. Thus a void exists at the Assistant Secretary level and in many instances at the Office Director level. OIR Division Chiefs have lacked contacts enjoyed by branch chiefs and in some cases by the analysts (DRS notable exception).

3. Organized means of gauging consumer reaction have not been developed.

4. Of unknown importance to us is the adequacy of organized relationships with top officials in IAC Agencies, other than through the ONE, IAC and Watch Committee.

THE SOLUTION IN PRINCIPLE

1. Discontinue reliance upon the Intelligence Adviser as a primary vehicle of relationships.

2. Establish by direction of the Secretary an "Intelligence Consultant" to the Assistant Secretary of each Bureau to be furnished by the R Area from its permanent staff of executives. This function should be assumed as an additional duty by OIR division chiefs or other key officials (such as the CPI). The Intelligence Consultant will be a regular participant in top bureau councils and will receive from time to time the views of top bureau officials respecting matters which should be studied by the R Area.

3. Establish the policy that OIR branch chiefs will maintain direct working relationships with their opposite number in the Department for the same purposes.

4. Encourage regular programs of briefings of bureau officials by Intelligence Consultants and branch chiefs.

5. Establish in R a "Consumer Relations Coordinator" whose functions will include an imaginative program of assessing the adequacy of use of R's services and inaugurating steps to improve their use. This should be based in part on periodic personal interviews with users.

6. Renew efforts to secure more interest in and systematic guidance to R's major program of estimates and research on the part of top policy officials.

7. Take steps to secure similar improvement in interdepartmental relationships, including consideration to the establishment of an "Interdepartmental Intelligence Council" in R's fields of dominant interest.

USER EDUCATION AT THE DESK LEVEL

THE PROBLEM

1. Desk personnel in the Bureaus appear to have considerable independence with regard to their work habits and differ to extremes in their utilization of the intelligence resource.

2. Added to this difficult audience factor is the continuing turnover of desk personnel. Some were encountered with Bureau service ranging from a few weeks to several months (in one case two years) who do not fully understand R's role and services.

3. R is producing written research products at the rate of 1200 per year (excluding BI), and the number of documents having both general and specific interest to individual Desks is ever mounting. The present monthly and semi-annual catalogs provide a means of informing this audience of recent products, but they do not provide a complete bibliographic approach to R's products and holdings. This was found to be a matter of concern to some of the Desk Officers who desire to make fuller use of R Area services.

THE SOLUTION IN PRINCIPLE

1. Inaugurate a program of individualized indoctrination of new or uninformed Desk Officers and other Bureau officials. This program should be under the guidance of the proposed Consumer Relations Coordinator and consist of two principal components: (1) a dignified but highly concrete and vivid story of the intelligence operations of the Department, designed for visual-oral presentation; (2) a plan of indoctrination for new Bureau officials shortly after assignment, to be conducted by the branch chief and the analyst who will be the immediate point of contact.

2. Expand the bibliographic assistance of R to Bureau officials. It is felt that IR has an opportunity to improve R's services to the Department in two important respects:

   A. By devising a loose-leaf bibliography of R products and most significant IR holdings on each area, and furnishing this service to individual Desks. This service should be classified both by area and by subject, and should be kept up to date by monthly accession lists and periodic revisions. (Descriptive accession lists might achieve wider review.)

   B. By inaugurating a program of individual study of the reference needs of each Office in the Regional Bureaus with the objective of determining the reference materials and files required and of establishing a permanent basis of maintaining these tools. This study should likewise identify the needs of the Desks for spot fact servicing, and develop techniques of expanding IR's participation in servicing these needs.

DISTRIBUTION POLICIES

THE PROBLEM

While wide distribution of written products is an admirable indication of R's desire to serve and inform, there are several important dangers in policy leading to unnecessarily wide distribution:

1. The analyst may feel compelled to go beyond the needs of the target user in completing his research, analysis and composition.

2. The additional time and cost of "finishing up" the product (editing, review, reproduction) may not be justified. Several of R's best customers pointed out that the value of the research is sometimes realized by the time a paper has reached the first draft stage.

3. Personalized service may be lost and undesirable friction engendered by insisting upon outside distribution in borderline cases.

4. Perhaps most important is the irritation which may result to the reader with only marginal interest, and the impression that R is investing hundreds of man hours in products of low value. Less friendly consumers now hold this view, and most emphasize the fact that requested products are of greatest value.

THE SOLUTION IN PRINCIPLE

With respect to research products which have as their objective specific and timely use (in contrast to basic research projects or those designed for general audience appeal):

1. Adopt a policy of distribution to the target user(s) at the earliest possible date, emphasizing personalized service, and regulating broader distribution on the basis of "interest and value" or the necessity of securing attention.

   A. Encourage the production of a carbon of the stencil for hand delivery to the requestor or most important target user.
   B. Extend the practice of abstract IB's (now used in 10% of the cases), and withhold general distribution in more cases until specific demand has developed. Danger of duplication under present procedures.
   C. Take a more liberal view toward the production of "requestor only IR's" in those situations where this is the most effective basis of securing attention and use (only 1% now). Consider giving special papers official status.

2. Delegate control of above policy to the Consumer Relations Coordinator, and assign this officer responsibility for working with Bureau distribution centers to secure the most accurate basis of distribution and timely clearance.

3. Conduct a periodic audit of mailing lists for serial products, by verifying the desire of addressee to continue receiving the publication (subscription renewal principle).

CLASSIFICATION CONTROL

THE PROBLEM

1. There is reported to be a tendency to overclassify products in the interest of conservatism and perhaps because of the feeling that the higher the class-ification the greater the "prestige" of the paper. 70% of products are now classified as "confidential" or higher, 37% falling in secret categories.

2. The growing importance of the Information Program places pressure on the need for minimum degree of classification. One R executive estimated that the use of R's products could be increased threefold in the Information Area if this policy were followed. Several Desk Officers felt usage of R's products was overly restricted by the degree of classification.

3. The Committee on Declassification has not met since July 1951 and the pro-cedures involved appear cumbersome, especially the draft declassification form.

4. Thus the major responsibility now resides with the analyst and the branch chief, and consistent standards are difficult to assure.

THE SOLUTION IN PRINCIPLE

1. Establish on the staff of the Consumer Relations Coordinator the position of "Classification Control Officer" to supplant the Declassification Committee and perform the following duties:

   A. Establish and publish specific classification regulations as they apply to R's work.

   B. Review the security classification assigned to each report, at least on a post audit basis, to assure proper classification and particularly to revise the classification of overclassified documents.

   C. Counsel analysts upon request regarding proper classification.

   D. Conduct review of reports on their third or sixth month anniversary date to determine the need for classification revision and the possibility of reduction.

   E. Act as liaison with other agencies in classification and declassification matters.

2. As part of the above procedure, adopt the practice of having the analyst re-cord on the Work Jacket the justification for the classification assigned and the conditions under which a revision in classification may be justified. The analyst might also be asked to suggest an appropriate date for review of the classification assigned.

CURRENT INTELLIGENCE PRODUCTS

THE PROBLEM

This subject has a number of aspects:

1. Generally lower regard for these products is found among target users. (It may be significant that 75% of copies of IB's are returned versus 40% of IR's.)

2. Lack of agreement within R as to the objective and the target audience: Useful exercise for the analyst; the Bureau Desk; the peripheral reader; the outside agency.

3. General analyst resistance to this task - 61% of the test group felt that current intelligence interferes with more important work and causes more painstaking reading of the "daily take" than otherwise required.

4. Absence of aggressive central leadership in the identification and production of Current Intelligence products. Possibility of overlap with CPI.

5. Competition with publications of others: S/S-R, CIA, Bureau summaries, other agencies.

THE SOLUTION IN PRINCIPLE

1. Appoint a full-time "Current Intelligence Coordinator" to the staff of the EG to provide strong leadership to this program, including authority to instruct divisions as to subjects on which current intelligence is to be developed, including deadlines therefor.

2. Discontinue the Current Intelligence Committee and the single Current Intelligence Officer in each division. As an objective, require each branch to designate one analyst with responsibility for staying abreast of Current Intelligence developments and responding to the instructions of the EG. (This function should likewise be related to improved control of document flow discussed on page 60.)

3. Confine IB's to truly significant items and direct their distribution to the specific audience which will find them of "interest and value." Where outside distribution is considered important, impose specific deadline on bureau clearance, or distribute without prior clearance (but make a post audit of Bureau views).

4. Reevaluate the purpose of the DIC series, and explore the feasibility of collaborating with CIA in the publication of a Daily Summary suitable for List II distribution.

5. Effectuate daily working relationships between the Current Intelligence Coordinator and the CIA/OCI in the identification of key topics.

STYLE AND FORMAT

THE PROBLEM

1. A typical OIR report will be read or scanned by 100 or more readers. It is estimated that over 40 man hours are devoted simply to reading time. Thus R has an important obligation to conserve the time of its audience by producing products whose language, style and format contribute to fast reading.

2. Inspection of a large sampling of R's reports reveals that this objective is not uniformly pursued:

   - Long sentences are used - an average of 30.8 words as compared with 22.6 words on an average for three highly technical magazines.
   - Long words are used - an average of 184.8 syllables per 100 words as compared with 169 in the three technical magazines.
   - Long paragraphs are used. One of 18 sentences containing 431 words observed; another of 9 sentences containing 427 words.
   - Unfamiliar words are used - a list of 20 words was selected from R reports and submitted to two customers. Several were not readily understood.
   - Topic outline form and underscored captions are sparingly used.
   - A "reading ease" test applied to eight products selected at random revealed scores in the highest field of difficult reading.
   - Wide variations noted in inclusion of contents statement, introduction, conclusions statement, abstract, etc.

THE SOLUTION IN PRINCIPLE

1. Develop a manual on the art of writing readable intelligence products, drawing on R's own reports for case examples and illustrating principles appearing on following exhibit (20% improvement in reading time estimated by two heavy users of R products).

2. Appoint a well-qualified editor in each division, thoroughly trained to apply these principles of readable writing. Conduct systematic on-the-job training of analysts to the fullest practicable extent.

3. As a companion step, develop a style manual and conduct systematic training of all report typists in its application. This manual should establish uniform specifications for all mechanical details over which typists have primary control (margins, capitalization, numbering, footnotes, tabulations, spelling, abbreviations, punctuation, etc.).

4. Improve the appearance and attention-getting value of R's reports by continuing attention to physical appearance (illustrations cited in Volume II).

5. Delegate responsibility for planning and coordinating the above program (and future report presentation techniques) to the Consumer Relations Coordinator.

ILLUSTRATION OF REVISIONS WHICH CONTRIBUTE TO READING EASE

(Based upon IR 5769 "Prospects of Japanese Trade with the Republic of Korea")

I. EXPANDED OUTLINE FORM

ORIGINAL FORM

REVISED FORM

Twelve outline headings used instead of seven. Each becomes
an underscored caption in the body of the report, presenting
better display and additional "finding aids".

II. THE "HEADLINE STYLE" ABSTRACT

ORIGINAL FORM

REVISED FORM

Five short paragraphs used instead of two long paragraphs.
Lead sentences underscored enable the eye to catch key
points at a glance.

III. MORE PLEASING DISPLAY IN BODY OF TEXT

ORIGINAL FORM   REVISED FORM

1. More main paragraphs – 35 instead of 24 in full report.
2. Use of indented subparagraphs where appropriate.
3. Shorter sentence length. Average words per sentence reduced
   from 39.6 to 18.2. "Reading ease" score improved from 10.0 to 26.7.

IV. CONCISE ENUMERATION OF CONCLUSIONS

ORIGINAL FORM   REVISED FORM

Four concisely stated points instead of one long paragraph
containing both conclusions and new discussion material.

PART TWO

PROGRAMS OF IMPROVEMENT

B—TO IMPROVE THE UTILIZATION OF THE ANALYST

- TIME-USE IMPROVEMENT
- READING RATE IMPROVEMENT
- PROFESSIONAL DEVELOPMENT
- FACILITIES IMPROVEMENT

TIME-USE IMPROVEMENT

THE PROBLEM

Analysts have but a fraction of their time available for the highest produc-
tive act of analysis and composition. They are subjected to interruptions
which sap their energies and distract their thinking. Most significant are
duties which might be _partly_ delegated:

Background Study--------------32.2%
Searching for Data------------10.0
Administrative Tasks-----------9.0   Percentages shown apply to
Reviewing Work of Others-------8.7   Regular Program Analysts
Official Editing---------------5.5
   Total--------------<u>65.4%</u>

THE SOLUTION IN PRINCIPLE

1. The future staffing of research divisions should be based upon supporting
    every analyst at GS-11 and above with a part-time Research Aide, at a ratio
    of 1:2 or 1:3. The advantages of this approach are important in three
    respects:

    First, the availability of outstanding research and analysis skill
    is not great, and intelligence agencies must constantly seek ways
    of husbanding this most vital asset.

    Second, the maintenance of a continuing inflow of young talent is
    essential to providing the reservoir from which future senior
    staff will be drawn, as well as to preserving the vigor which
    is one of R's important strengths.

    Third, this approach to staffing can prove a definite economy. For
    example:

If 180 analysts at GS-11, 12,
13 were each furnished a
half-time aide, it is esti-
mated that the 90 aides might
relieve analyst hours equiva-
lent to 60 full-time analysts.
While 30 additional jobs would
thus be created, the net pay-
roll cost should be less
because----

90 GS-7 aides would require a
payroll expense 10% less than
that of 60 analysts at grades
GS-11, 12, 13 (the minimum rate
of the grade used for computa-
tion purposes).

Aides Analysts   Aides Analysts

Such a plan of staffing can be adopted gradually as staff is expanded or as
replacements occur. The development of this plan should be preceded by a
detailed study leading to the development of the ideal organization for each
branch.

2. It should be the objective in each _Branch_ to minimize interruptions by con-
    centrating special program assignments in a small number of specialists
    (current intelligence, IIA, TCA, etc.). This will further reduce the dis-
    persion of effort of individual analysts.

3. While analysts should be allowed maximum flexibility in the use of their
    time, realistic man hour estimates and deadlines should be established to
    control job scope, assure timeliness, and provide a measure of rate of work.
    (See also page 48.)

READING RATE IMPROVEMENT

One of the significant aids which can contribute to the proficiency of all research analysts is training to improve reading speed, accompanied in some cases by an increase in comprehension:

BASIS OF THE PROGRAM

In essence the plan trains the eye to read in thought units rather than in words through the use of mechanical training aids:

The Reading Rate Accelerator "paces" your reading to automatically develop desirable reading habits.
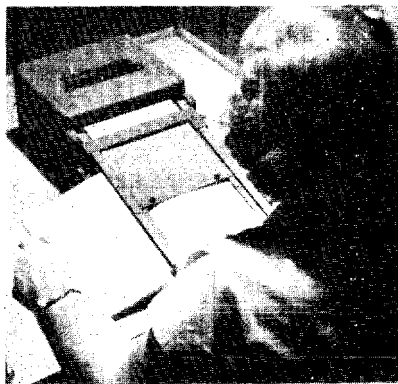
The Rashay Trainer broadens your visual span and helps you read in terms of phrases instead of just words.
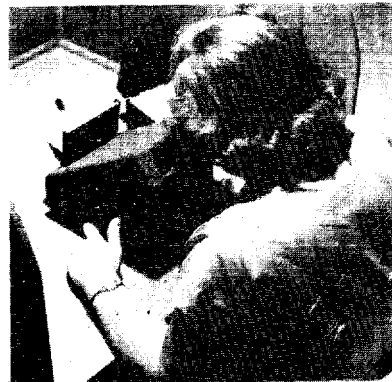
(Photographs furnished through the courtesy of National Institute of Technology, Washington, D.C.)

SOME OF THE RESULTS REPORTED

Evidence gathered from a variety of sources indicates that any willing student can improve his reading rate, no matter how good or how poor, by 30% to 100% after about 24 hours of training:

- U.S. Navy Intelligence School reports that recent experience indicates an average improvement of 50% accompanied by improved comprehension and retention of subject matter.
- CIA gives this training to all new employees and reports an average improvement of 30% with no loss in comprehension.
- The Army Adjutant General reported 100% improvement for a group of 155 students.
- Similar results found by Department of Agriculture, Air Force, Marine Corps, Bureau of Ships, Bureau of Ordnance, GW University, YWCA, and a variety of private concerns.

THE PROPOSAL

It has been found that the Foreign Service Institute has acquired most of the equipment required and is interested in developing such training. A request from the R Area, and some assistance in organizing the program, might speed its availability to R.

The benefits to R personnel can be of significant proportions. A conservative estimate indicates that analysts alone might save one hour per day, or find it possible to increase their intake by 50% or better. Many other classes of personnel, from executive to clerical levels, should profit similarly.

CONFIDENTIAL - Security Information

PROFESSIONAL DEVELOPMENT

THE PROBLEM

1. The high degree of professional zeal and career interest in R underlie a strong desire among the analysts for more formal opportunities to exchange ideas and perfect techniques.

2. Our experience with other professional and academic groups indicates that this desire can be met only in part by written communications. This is confirmed in OIR by the low readership of the well-prepared Analysts' Manual.

3. The expressed interests of the analysts interviewed run the whole gamut of training possibilities, ranging from the simple desire for regular branch staff meetings to the more ambitious craving for field trips and sabbaticals.

4. A prominent basis for most requests is the desire to increase professional competence and improve the individual contribution to the Department's program.

5. It must be noted that no organized planning is taking place to meet these desires and interests.

THE SOLUTION IN PRINCIPLE

STEP ONE- Training in speed reading and in improved report preparation are the most obvious needs which can be readily met.

STEP TWO- Regular branch staff meetings should be instituted on a weekly or bi-weekly basis, and a planned program should be adopted for each, including:

- Systematic discussion of R's total program and place in the Intelligence Community (The Analysts' Manual provides the basis.).
- Systematic review of R's policies and current program.
- Systematic exposure to target users. At least once each month a Bureau officer should be invited to attend the branch staff meeting to discuss his work and R's services.

STEP THREE- Personalized and inspirational guidance to senior analysts. Equally as important as exposure to R's customers is exposure to the top leadership of R. It is recommended that Messrs. Armstrong, Howe, Evans, Buford, Trezise and Killea each spend thirty minutes a week in consultation with an R analyst, discussing his work program, interests and ideas. In this manner all analysts would see a top official in private consultation at least once each year. The morale benefits should be significant, as well as the ideas for improvement.

STEP FOUR—PERFORMANCE RATING

A more meaningful plan of performance evaluation can be a valuable means of recognizing good performance, correcting weaknesses, and improving supervision. It is recommended that each analyst be rated on each major project completed as follows:

ANALYST PERFORMANCE RATING		
Name _____ GS-___Division _____ Branch _____		
Report _____ Time Spent _____		
Factor	*Rating	Explanation
Planning The Study		
Fact Finding		
Analysis		
Report Preparation		
Consumer Relations		
Summary Rating		Rated by _____ Date Rated _____

* <u>Rating Factors</u>

1 = Superior performance in rate and quality of work.

2 = Acceptable performance in rate and quality of work.

3 = Passable performance, but below standard R desires to maintain.

4 = Unsatisfactory performance.

One copy delivered to analyst by supervisor and discussed with him. One copy placed in permanent file.

STEP FIVE—LONG RANGE PROGRAM

A "Training Coordinator" should be appointed to administer the above programs and work with branch chiefs in arranging:

A - Bureau assignments - 6 weeks every two years on a Bureau desk for analysts at GS-12 and above.

B - Field assignments - 6 months every five years for analysts at GS-12 and above.

C - Executive development - Two possible candidates should be identified for each key position at branch chief level and above, and steps taken to stimulate development of supervisory and management skills.

FACILITIES IMPROVEMENT

THE PROBLEM

The quarters provided in SA-1 are below the standard provided personnel in other locations such as New State. The disadvantages to R analysts are:

- High noise level, disturbing to close research.
- Lack of privacy, subjecting the analyst to further disturbance.
- Congested quarters, for DRS and DRN particularly.
- Difficulty of communication with New State Building.
- Rapid accumulation of files contributing to further congestion.

Added to these undesirable features is the minimum clerical support available for files maintenance and report drafting.

THE SOLUTION IN PRINCIPLE

1. The cost of providing more satisfactory quarters for the professional staff would be well repaid in terms of increased or more sustained performance. Modern "Packaged Office Units" offer one economical approach. At a cost of

	ILLUSTRATION	REMARKS
		Privacy is assured for one person by means of the full-height combination wood-and-glass partition panels. The L-shaped working top area is larger, more efficient, less fatiguing, yet occupies considerably less floor space than a standard executive desk and table arrangement.
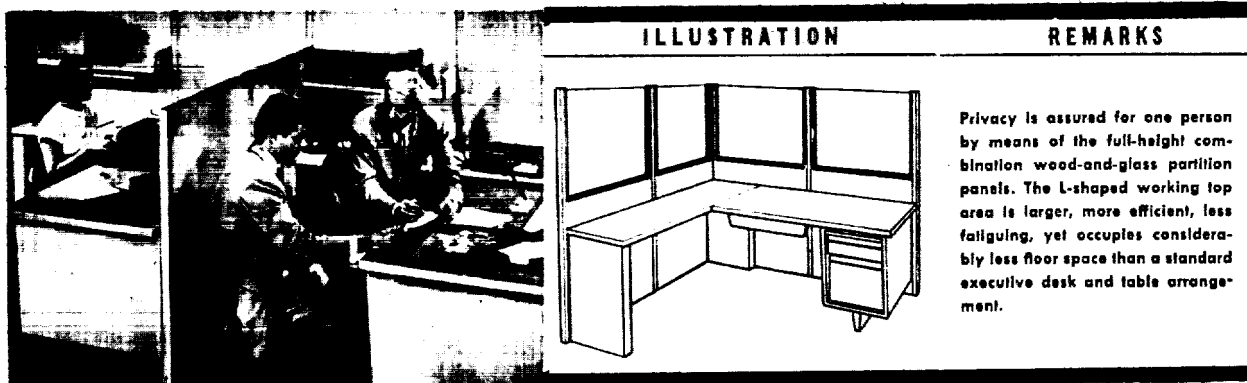
(Sketches furnished through courtesy of Globe Wernicke Co.)

approximately $440 per analyst, and without an increase in space, analysts could be provided partitioned work spaces containing a desk, table and bookshelf. At a minimum, it is recommended that one branch be so equipped, or that a "Report Writing Room" be set up for one division - to pilot test these advantages (DRS suggested).

2. Install dictating units in this pilot test area. Our interviews indicate that perhaps one out of four analysts will use such equipment without urging, and that half may ultimately find it of value.

PART TWO

PROGRAMS OF IMPROVEMENT

C. TO STRENGTHEN PLANNING AND CONTROL

- PRODUCTION PLANNING AND CONTROL
- PLANNING FOR ACQUISITION

PRODUCTION PLANNING AND CONTROL

THE PROBLEM

1. Control over the timely completion of work, both with regard to man hour scheduling and completion-date scheduling, is the most neglected aspect of R's control.

2. This is reflected in the regular program, but is equally serious in the case of the support programs. Concern with this matter was found among the OIR/NIS Coordinator, the CIA/NIS Coordinator, and the Coordinator of Psychological Intelligence.

3. The cause of this problem lies in the commendable concentration of division and branch chiefs on program development and quality control, and the natural aversion of the professional staff to schedules and deadlines (again a typical problem with professional groups of all types, but on the whole a wholesome condition if it can be counter-balanced with workable control techniques).

THE SOLUTION IN PRINCIPLE

1. The attention devoted to production planning and control techniques by R's top management should be as vigorous and competent as that given to "professional" management (including quality control). Only thus can the confidence of budget and management groups be won, and satisfaction with timely service assured:

   A. A top position responsible for production planning and control techniques should be appointed. The incumbent of this position should be substantively qualified, and enjoy acceptance by the professional staff.

   B. This officer should be supported by adequate staff assistants, including the NIS Coordinator and the proposed Consumer Relations Coordinator.

2. An organized production planning and scheduling procedure should be instituted, embodying the following principles:

   A. Semi-Annual Work Plan for each branch, leading to a firm allocation of analyst man hours by program and type of effort.

   B. Clearance of this plan with all interested parties leading to final approval by top management.

   C. Schedule of individual projects by man hours and completion dates.

   D. The development of specifications for raw materials required.

   E. Monthly report of performance against the schedule for individual projects, by each branch.

   F. Quarterly report to management showing over-all performance against the Work Plan.

STEPS INVOLVED IN APPLYING THE PRODUCTION PLANNING AND CONTROL PROGRAM

DEVELOPMENT OF WORK PLAN

At intervals of once in six months each Branch Chief prepares as complete a plan of intelligence production (in process and contemplated during the ensuing six months) as his knowledge and ingenuity permit. To facilitate review by management, planning should be staggered by division over a six-month period.

Available to the Branch Chief for planning

GUIDANCE

(1) Directives from special Assistant based on top level and IAC contacts, (2) Annual Program Planning Guide, (3) Specific anticipations of EG, (4) Known Support Program requirements.

THE INITIAL PLAN IN DETAIL

The Branch Chief, with procedural assistance from Asst. Division Chief and Program Planning Coordinator, prepares the "Work Plan" (Exhibit A) and supporting schedules on an initial estimate basis.

REVIEW, ADJUSTMENT AND APPROVAL OF PLAN

After the detailed plan has been developed (a task requiring about one day's effort on the part of the Branch Chief) three review and approval steps should occur:

Action on following steps should occur within ten days

"CUSTOMER" CONFERENCES

The Branch Chief, aided as necessary by Asst. Division Chief, discusses plan in detail with principal "customer" groups - Bureau(s), other agencies, EG Secy., DFI Coordinators, and develops adjusted work plan.

MANAGEMENT CONFERENCE

Division Chief approves adjusted plan and submits for management review at a meeting of the EG to which Director of Production Coordination, Chief of IAD and Deputy Special Assistant are invited.

TOP MANAGEMENT APPROVAL

Special Assistant and/or his Deputy receive recommended Branch Work Plan from Director OIR. Review, modify if necessary, approve for action.

Approved action plan to Branch Chief with information copy to Director Production Coordination

ADMINISTRATION OF THE PLAN

In accordance with procedures devised by the Production Planning Coordinator and the Requirements Planning Coordinator, the Branch Chief proceeds with the implementation of the approved plan. Two distinct courses of action are taken:

With assistance of Program Planning Coordinator   *With assistance of Requirements Planning Coordinator*

PRODUCTION CONTROL

In carrying out the approved plan continuing efforts must be made to (1) Completing work on time in relation to need, (2) Avoiding an unreasonable expenditure on analyst man hours.

REQUIREMENTS PLANNING

Within thirty days after the approved plan has been received, statements of foreseeable raw materials requirements should be in the hands of IAD.

THE PROJECT SCHEDULE

Man hour estimate and completion date set for each project. Lead analyst to be identified as soon as possible.

ROUGH DETERMINATION OF DATA NEEDED

Prepared by each analyst on the basis of projects assigned to him.

RECORD OF PERFORMANCE

Work Jacket established (Exhibit "B"). Progress and man hours recorded weekly.

REVIEW OF HOLDINGS

By analyst or research aide through review of needs versus files and IR holdings.

MONTHLY REPORT TO MANAGEMENT

Status of each project and performance against man hour and completion date reported monthly (Exhibit "C").

DESIDERATA LISTS

Forwarded by Branch Chief to IAD with suggestion as to sources. Information copy to Requirements Planning Coordinator.

QUARTERLY REPORT TO MANAGEMENT

Summary review of actual versus planned effort reported quarterly (Exhibit "D").

PROCUREMENT ACTION

Taken by IAD with advice of Program Planning Coordinator. Latter takes lead in planning for use of external research, and for development of reporting guides and evaluations.

PRINCIPAL RECORDS CONCERNED

FORM 1 — WORK PLAN SUMMARY

PROGRAM   PERIOD   BRANCH

SUBJECT	PROJECTED MANHOUR EXPENDITURE		PERCENT OF TOTAL
	INITIAL ESTIMATE	ADJUSTED ESTIMATE	
NIE s, IE s AND SE s			
NIS PRODUCTION			
IRs — In Progress			
IRs — Anticipated			
PERIODICAL PUBLICATIONS			
IBs AND OTHER WRITTEN CURRENT INTELLIGENCE			
BRIEFINGS			
SPOT INQUIRY HANDLING			
SUB-TOTAL OUTPUT MANHOURS			
COMMITTEES, DEBRIEFING, ETC.			
BACKGROUND READING, MARKING FOR FILE, ETC.			
SUB-TOTAL INTAKE MANHOURS			
ADMINISTRATION INCLUDING EVALUATIONS			
TOTAL			

ESTIMATED MANHOURS AVAILABLE (From Form 1A) *

NET OPEN TIME OR DEFICIT

REMARKS:

* An Individual Work Plan is prepared for each program and supported as appropriate by detailed lists of projects showing estimated manhours required for each.

"A". THE WORK PLAN

A budgeting of the estimated available man hours in the six-month period ahead against the several types of intelligence product, service and other activity. Prepared by program by each Branch Chief and summarized. Supported by detailed estimates, based on stated assumptions with respect to its various elements.

FORM 2 — OIR WORK JACKET

(Actual size 8" x 5")

FORM 2A — PROJECT MAN-HOURS RECORD SHEET

ANALYSTS ASSIGNED	PROGRAM	GRADE	JAN.	FEB.	MAR.	APRIL	MAY	JUNE	JULY	AUG.	SEPT.	OCT.	NOV.	DEC.	TOTAL
LEAD ANALYST															
ANALYSTS															

MANHOUR SUBTOTALS
BRANCH CHIEF AND DIVISION REVIEWERS
MANHOUR TOTALS

(Actual size 8" x 5")

"B". THE WORK JACKET

A master record in Kardex form prepared for each NIE, IE, SE and IR. On it is entered all basic information relative to the project's nature, origin, purpose, classification and proposed distribution. It identifies producing and collaborating units, and the name of the lead analyst, as well as the approval signature of the Branch and Division Chiefs. It also records estimated and actual man hour expenditure, date of request, and progress in terms of calendar dates. A supplementary card is used to record the expenditure of analyst hours on the project.

PRINCIPAL RECORDS CONCERNED

PROJECT REPORT AND SCHEDULE

FORM 3   DIVISION ___ DRF

PROGRAM ___ REGULAR   BRANCH ___ Northeast Asia

STATUS DATE

PROJECT NO. REQUESTER	TITLE	DATE BEGUN	COMPLETION DATE EST.	MANHOURS ESTIMATED ORIG. REV.	APRIL	MAY	JUNE	FUTURE
IR 5813 S/P	ULTRANATIONALISTS, ETC.	2/26	5/14 4/22	150 120 115				
IR 85665 NA/J	OCCUPATION MEASURES, ETC.	2/26	3/24	90 32				
IR 5812 E	REVIEW OF THE LABOR SITUATION	3/29	4/9 4/20	30 35				
IR 5734 R	XYZ ISSUE	3/25	8/11	75 20				
IR 5817 NA	POLITICAL PARTY DEVELOPMENTS IN SOUTH KOREA SINCE 1935			150				JULY 22
IE - 71	VULNERABILITY ESTIMATE	4/10	5/1	90 100 60				
NIE - 97	CONTRIBUTION - URGENT	4/16	4/24 4/26	90 84				
NIE - 98	CONTRIBUTION - HIGH			140				

LEGEND: Scheduled Completion _____ Actual Completion _____ Cancelled projects are so marked on next report.
Deferred or Cut Back ///////// Extension - - - - -

NET TOTAL ANALYSTS' MANHOURS AVAILABLE FOR ABOVE PROJECTS THIS PROGRAM

IN MONTH PAST: Anticipated manhours ___ 185 ___   IN MONTH AHEAD: Anticipated manhours ___ 145 ___
            Actual manhours ___ 196 ___   NOTE: If the anticipated available manhours are insufficient to meet urgent project needs
            Excess or Deficit ___ 11 ___   in month ahead, a memorandum should be attached hereto outlining the problem
                                                and requesting management's consideration.

CONFIDENTIAL – Security Information

"C". THE MONTHLY PROJECT REPORT AND SCHEDULE

A tabular and graphic record of anticipated and actual performance, and of present status, with respect to NIE's, IE's, SE's and IR's. Prepared by program for each branch monthly. It also compares the past month's anticipated and actual man hours available, and indicates the anticipated man hours available in the month ahead.

FORM 4

QUARTERLY ANALYSIS OF PERFORMANCE

PROGRAM   PERIOD   BRANCH

A. COMPARISON OF PLANNED VERSUS ACTUAL APPLICATION OF ANALYST MANHOURS

SUBJECT	MANHOURS EXPENDED THIS PERIOD	% OF TOTAL	PROJECTED % BY WORK PLAN	REMARKS
NIEs, IEs and SEs				
NIS PRODUCTION				
IRs				
PERIODIC PUBLICATIONS				
IBs and other written current intelligence				
BRIEFINGS				
SPOT INQUIRY HANDLING				
SUB-TOTAL OUTPUT HOURS				
COMMITTEES, DEBRIEFING, ETC.				
BACKGROUND READING and marking for file				
SUB-TOTAL INTAKE MANHOURS				
ADMINISTRATION Including evaluations				
TOTAL				

B. COMPARISON OF ESTIMATED VERSUS ACTUAL TIME ALLOWANCES

FACTORS	PROJECTS COMPLETED IN THIS PERIOD	PROJECTS IN PROGRESS AT END OF PERIOD
NUMBER OF PROJECTS		
TOTAL MANHOURS EXPENDED ORIGINAL ESTIMATE		
TOTAL MANHOURS EXPENDED ACTUAL		
RATIO ESTIMATE/ACTUAL		
TOTAL ELAPSED CALENDAR DAYS ORIGINAL ESTIMATE		
TOTAL ELAPSED CALENDAR DAYS ACTUAL		
RATIO ESTIMATE/ACTUAL		

NOTE: All hours are for Analysts only.

"D". THE QUARTERLY ANALYSIS OF PERFORMANCE

Record of analysts' man hours distribution by type of intelligence research product, service or other activity, and a comparison thereof with the distribution anticipated by the semi-annual Work Plan. Also, comparisons of actual versus estimated performance in terms of man hours and elapsed calendar days expended on written projects (other than CI) completed in this quarter, as well as projects in progress at the end of quarter. Prepared by program for each Branch and summarized.

PLANNING FOR ACQUISITION

THE PROBLEM

1. Several R agencies are directly concerned in the planning of requirements and the guidance or cultivation of sources.

    IAD - especially Requirements Staff and CAB - OIR divisions in varying degrees.
    BI - R/ES through its Foreign Service Program Officer.
    ERS - through its procurement of manuscripts attempts to exploit contractual research of other agencies, foundations, etc. Own funds being sought.

2. Forward planning has been handicapped by the:

    - Lack of time or initiative in OIR divisions.
    - Lack of recorded work program.
    - Consequent inability of IAD and ERS particularly to render support service.

3. The inflow of desired material to research divisions has been further limited by:

    A. The limited coverage of the Periodic Reporting Guide Program. To date only 16 posts are being covered of the 70 to 80 which it would be advantageous to cover.
    B. Lack of definite or comprehensive evaluation program for political and sociological reporting, both as regards individual posts and reports. Two area reviews, one for EUR and one for NEA have been made. In general, response to the idea of such evaluations was favorable.
    C. Some Bureau officials and S-S/R recognize that some information does not reach OIR.
    D. Present Sensitive Room deprives analysts of adequate access to some material.

4. Specific weaknesses attributable to reporting from most posts include the following:

    A. Information too much from capital city sources and higher Government and social levels. Reporting on provinces said to be generally weak.
    B. Popular attitudes and reactions reporting weak.
    C. Follow through on items mentioned in Weeka not uniformly good.
    D. Inconsistency and lack of continuity in reporting engendered by frequent shifting of Foreign Service personnel.

5. Publications procurement needs more specific representation and better coordination of efforts at the posts.
    Need for better follow-up on standing procurement requirements; phone books, official gazettes, diplomatic lists, catalogs, book lists, press guides, etc.

THE SOLUTION IN PRINCIPLE

1. Most important first step is development of Work Plan to provide basis for both requirements planning and forward acquisition planning in specific terms.

2. A single fully-empowered staff should be established to implement a requirements planning program. To this end it is recommended that the requirements planning efforts of R/ES, ERS, and IAD be merged under one "Requirements Planning Coordinator." Incidental aspects of ERS could be lodged in IR.

3. Institute regular (annual) program of post evaluation by OIR divisions.

4. Further extend and systematize Periodic Reporting Guide Program.

5. Take action steps through the Foreign Service Institute to bolster further the training of officers going to the field.

6. Request designation at each post of a person responsible for specific attention to and coordination of publications procurement.

7. Require OIR branches to indicate most probable sources for the raw material requirements they identify.

PART TWO

PROGRAMS OF IMPROVEMENT

D. TO SIMPLIFY PRINCIPAL WORK OPERATIONS

- BIOGRAPHIC PROCESSING PROCEDURES
- PROCUREMENT AND DISTRIBUTION OF PUBLICATIONS
- CIRCULATION PROCEDURES
- DOCUMENT FLOW CONTROL
- RECORDS MANAGEMENT

PRESENT BIOGRAPHIC PROCEDURES

I. THE RATE OF GROWTH IS CONSIDERABLE

Last year over 148,000 documents were received
by BI, from which about 420,000 cards were pre-
pared.

Incoming
Documents

II. THE LARGEST PROPORTION OF EFFORT INVOLVED IS DIRECTLY RELATED TO THE MAINTENANCE OF THE FILES

The equivalent time of 6.7 ana-
lysts and 15.4 clerks is directly
involved in typing and filing. Ob-
servation indicates that the ty-
pist is unable to keep abreast of
the workload. In the German Sec-
tion the backlog amounts to 3 file
drawers and work must be sent out-
side.

37 ANALYSTS		
63% to Background 45% to Reading and Marking 18% to Typing	28% to Products 18% Written 10% Oral	9% to Admin.

22 CLERK-TYPISTS		
70% to BI Files Maintenance 51% to Typing 19% to Filing	18% to Products	12% to Admin.

1. Straight typing - usually one
   name items.
2. Cut and paste - physically pos-
   sible to fit onto 4 x 6 card.
3. Carbon and hecto - multiple
   names. Hecto averages 6
   cards per stencil.

Straight Typing	Cut and Paste	Standard Carbon	Hectograph Master
222,000 /yr.	21,000 /yr.	21,000 /yr.	156,000 /yr.

III. BY NATURE, BIOGRAPHIC FILES ARE BASICALLY INACTIVE

There are about 2,700,000 cards now in the files
covering almost 900,000 names. Approximately 85%
of these names contain 3 cards or less. The ratio
of names requested to names in the file was not
over 4% (35,000 of 900,000) last year.

The 4 x 6 cards are housed
in 92 file cabinets. There
are about 150,000 Dossier
Folders maintained in 217
file cabinets. BI averages
4.7 file cabinets per person
whereas total R average is
2.5.

IV. THE COST PER NAME SERVED IS HIGH

Last year information on 25,500 names was supplied
on Special Activities Forms. In addition 2400 BI
reports, many containing several names, were pre-
pared. Cost approximates $10 per name serviced,
and on the basis of payroll figures about 19¢ for
each card added to the files.

One Sample of Requests
Indicated That of the Names
Requested - 67% Had Three Cards or More.

DEMANDS ON BI FILES
Last Year: 10,600 Special Requests; 25,500 Names Supplied; 2400 Reports.
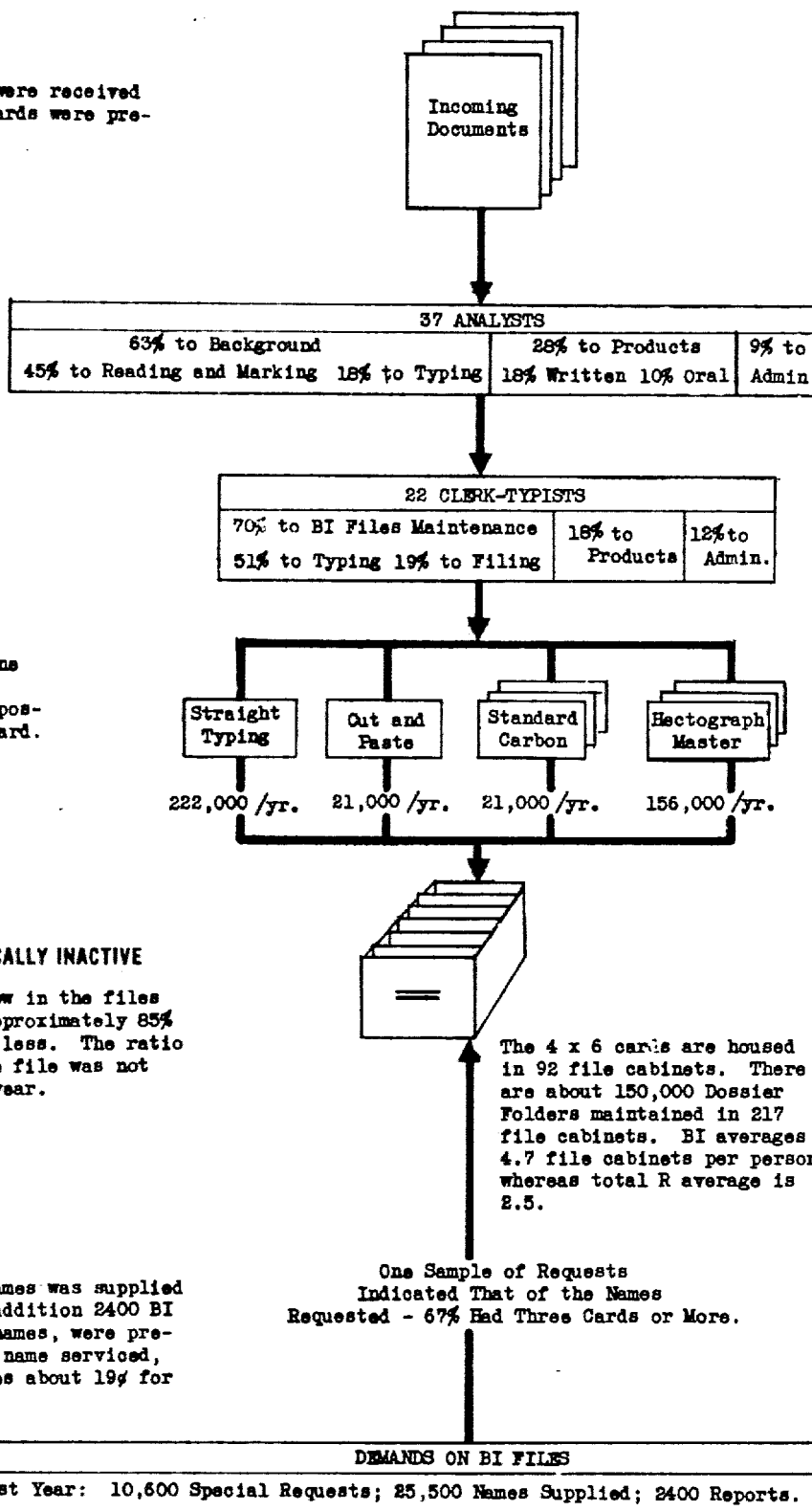
PRESENT BASIC FORMS

A DESPATCH

Analyzed and marked
for file preparation.

FROM.

TO THE DEPARTMENT OF STATE, WASHINGTON

Consulate's Despatch 255, March 15, 1952.

REF

SUBJECT: Participation by Richard BECKER Interests in Moscow Economic Conference.

Air Pouch

PRIORITY

9
For Dept.
Use Only
APR
24

It is learned in the Saar that one of the German delegates to the recent Moscow Economic Conference was a Dr. UNTERSTELLER, representing the FOURMAN Company of Viernheim, Germany.

The Fourman Company is a textile enterprise and comprises one of the German subsidiaries of Richard BECKER's holding company VEREINIGTE GESELLSCHAFTEN ARNOLD BECKER m.b.H. ("VERGAB"), Saarbrücken. The Fourman family is also connected with Becker by marriage.

Another subsidiary of Becker's is GEBRÜDER SINN G.m.b.H., a retail clothing outlet in the Bahnhofstrasse, Saarbrücken, which is managed by the Fourmans. In the course of investigations following an application for a United States visa by Richard's son Ulrich Becker, the Consulate was informed that Gebruder Sinn had favored the Saar Communist journal "Neue Zeit" in 1948 and 1949 with "large advertisements". Ulrich Becker had been proposed as a member of an MSA Productivity Team scheduled to go to the United States April 4, 1952, but was refused a visa by me March 31, 1952.

THE SINGLE CARD

```
SAAR                              CONFIDENTIAL
                               rpt April 19, 1952
  UNTERSTELLER,  (Dr.)
  BECKER, Richard   BECKER, Ulrich   23-X   13-A-USSR

It is learned in the Saar that one of the German delegates to the re-
cent Moscow Economic Conference was a Dr. UNTERSTELLER, representing
the FOURMAN Company of Viernheim, Germany.
The Fourman Company is a textile enterprise and comprises one of the
German subsidiaries of Richard BECKER's holding company VEREINIGTE
GESELLSCHAFTEN ARNOLD BECKER m.b.H. ("VERGAB"), Saarbrucken.
Another subsidiary of Becker's is GEBRUDER SINN G.m.b.H., a retail
clothing outlet in the Bahnhofstrasse, Saarbrucken, which is managed
by the Fourmans. In the course of investigations following an
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the Consulate was informed that Gebruder Sinn had favored the Saar
Communist journal "Neue Zeit" in 1948 and 1949 with "large advertise-
ments". Ulrich Becker had been proposed as a member of an MSA
Productivity Team scheduled to go to the United States April 4, 1952,
but was refused a visa by me March 31, 1952.

    D-291, Strasbourg, Apr. 19, 1952    wk May 2, 1952
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THE CARBON SET

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SAAR                              CONFIDENTIAL
                               rpt April 19, 1952
  UNTERSTELLER,  (Dr.)
  BECKER, Richard  BECKER, Ulrich   23-X   13-A-USSR

It is learned in the Saar that one of the German delegates to
the recent Moscow Economic Conference was a Dr. UNTERSTELLER,
representing the FOURMAN Company of Viernheim, Germany.
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VEREINIGTE GESELLSCHAFTEN ARNOLD BECKER m.b.H. ("VERGAB"),
Saarbrucken.
Another subsidiary of Becker's is GEBRUDER SINN G.m.b.H., a
retail clothing outlet in the Bahnhofstrasse, Saarbrucken,
which is managed by the Fourmans. In the course of investi-
gations following an application for a United States visa by
Richard's son Ulrich Becker, the Consulate was informed that
Gebruder Sinn had favored the Saar Communist journal "Neue
Zeit" in 1948 and 1949 with "large advertisements". Ulrich
Becker had been proposed as a member of an MSA Productivity
Team scheduled to go to the United States April 4, 1952, but
was refused a visa by me March 31, 1952.
    D-291, Strasbourg, Apr. 19, 1952   wk May 2, 1952
```

THE HECTOGRAPH MASTER

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SAAR                              CONFIDENTIAL
                               rpt April 19, 1952
  UNTERSTELLER,      (Dr.)
  BECKER, Richard    BECKER, Ulrich   23-X   13-A-USSR

It is learned in the Saar that one of the German delegates to the re-
cent Moscow Economic Conference was a Dr. UNTERSTELLER, representing
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GESELLSCHAFTEN ARNOLD BECKER m.b.H. ("VERGAB"), Saarbrucken.
Another subsidiary of Becker's is GEBRUDER SINN G.m.b.H., a retail
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cation for a United States visa by Richard's son Ulrich Becker, the
Consulate was informed that Gebruder Sinn had favored the Saar Comm-
nist journal "Neue Zeit" in 1948 and 1949 with "large advertisements".
Ulrich Becker had been proposed as a member of an MSA Productivity
Team scheduled to go to the United States April 4, 1952, but was
refused a visa by me March 31, 1952.
    D-291, Strasbourg, Apr. 19, 1952   wk May 2, 1952
```

PROPOSED BIOGRAPHIC PROCEDURES

```
                    Incoming
                    Documents

        ┌─────────────────────────────────────────┐
        │                ANALYSTS                   │      Available Savings
        │ Continue to read and mark incoming docu-  │
        │ ments.  Adopt standard marking guides.    │      6 People
        │ Eliminate all but bulk material going     │
        │ to dossier.                               │
        └─────────────────────────────────────────┘

        ┌─────────────────────────────────────────┐
        │          CENTRAL PRODUCTION UNIT          │      Positions Created
        │ Process documents into cards              │
        │ for BI files.                             │      7 people
        └─────────────────────────────────────────┘

                    Aperture
                    Cards

        ┌─────────────────────────────────────────┐      Available Savings
        │              CLERK-TYPISTS                │
        │ File Microfilm Aperture Cards..           │      14 People
        │ Produce typewritten BI products.          │
        └─────────────────────────────────────────┘      Net Available Savings

                                                          13 People
```
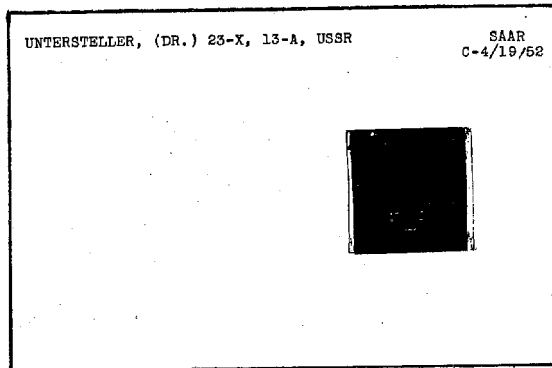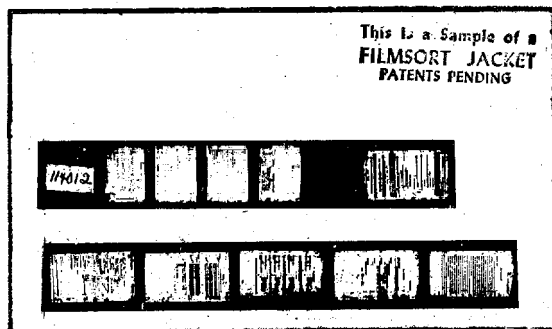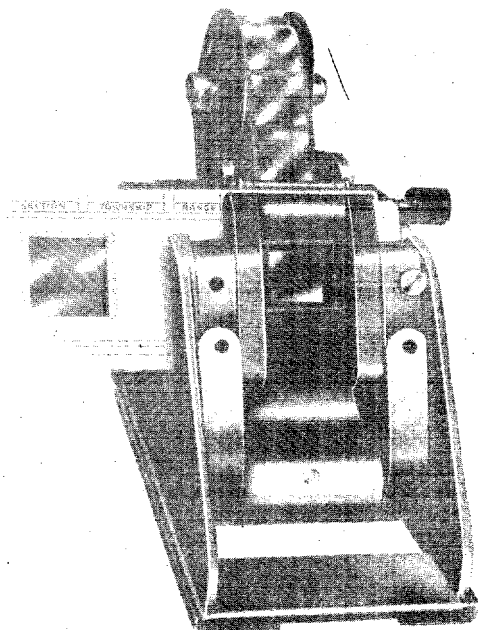
1. Type Aperture Card for each name marked.
2. Sequence cards for camera.
3. Microfilm page containing BI information – one shot for each name.
25X1 4. Develop film – ███████
5. Mount film strip to Aperture Card typed for individual – hand machine.
6. Sort for Branches.

4 x 6 Card Files

Reader – Microfilm card reader; one on each analyst's desk. Portable units near files.

ADVANTAGES TO BE OBTAINED FROM MICRO-FILM APERTURE CARDS:

1. Cost – Estimates based on unit operations indicate each card should cost 8¢.
2. Space – The Aperture card used in conjunction with the window jacket (holding 30-16mm frames) will permit a reduction in card filing space of over 50%.
3. Dossier files – Microfilming these files and establishing frames in window jackets would release almost 200 of 217 file cabinets thus virtually eliminating the dossier files as almost everything could be placed on Aperture Cards.
4. Others – Cheap reproduction for Exchanges; can include items heretofore missed (LR retention magazines); simplifies processing.

```
        ┌─────────────────────────────────────────┐
        │            DEMANDS ON BI FILES            │
        └─────────────────────────────────────────┘
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PROPOSED RECORDS AND EQUIPMENT

THE SINGLE APERTURE CARD

UNTERSTELLER, (DR.) 23-X, 13-A, USSR
SAAR
C-4/19/52

THE MULTIPLE APERTURE CARD

This Is a Sample of a
FILMSORT JACKET
PATENTS PENDING

4" X 6" ENLARGEMENT FOR POST FILES

THE FILM MOUNTER

THE FILM READER

THE PROCUREMENT AND DISTRIBUTION OF PUBLICATIONS

Two units within OLI share responsibility for the procurement, receipt, check-in, distribution and follow-up of periodicals, serials, and newspapers. It is believed that a possible reduction of 7 to 8 out of 41 positions can be made by integrating the Selection and Records Section of LR and the Civilian Agencies Branch of IAD. These savings would arise from the following:

1. SAVINGS AVAILABLE BY ORGANIZATION REVISIONS   4-5 Positions

A. Elimination of Section Chief   (1)

B. Eliminate Receiving Unit of S&R   (1-2)

     Combination of the two units will make unnecessary a subsidiary receiving point since materials can be routed direct to catalogers, circulation.

C. Eliminate one of two supervisors of the Procurement Unit   (1)

D. Eliminate one of two Distribution supervisors   (1)

2. SAVINGS AVAILABLE DUE TO WORK DUPLICATION   2 Positions

A. Eliminate duplicate recording (8,000 to 10,000 items month)   (1)

B. Eliminate duplicate filing and follow-up   (1)
and pool clerical personnel

3. SAVINGS AVAILABLE THROUGH WORK SIMPLIFICATION   1 Position

A. Discontinue recording of newspapers received in one copy only at the central point, by depending upon ultimate receiver to initiate follow-up in case item fails to arrive. (Avoid over 30,000 recordings per month.)

B. Simplify posting of receipts on multiple copy publications received complete in one shipment, by use of single posting in lieu of multiple entries.

CIRCULATION PROCEDURES

The average time required to secure a book from the stacks has been found to be 4 hours, 15 minutes. Almost one hour (56 minutes) elapses between preparation of the request in SA-1 and receipt of the request in the stack area:

The following steps should expedite Circulation Service:

1. Install Teletype equipment for communication between SA-1 and the two stack locations ($95 month) to achieve simultaneous recording and receipt of the request, saving up to one hour in transmission.

2. Place the jeep service on a more flexible basis. Half of all deliveries are to SA-1, indicating that one jeep might make more frequent round trips between stacks and this location.

3. Enforce a reasonable recall procedure, such as one month on books and two weeks on periodicals. Of 315 requests studied, $37\frac{1}{2}\%$ could not be met until recall action was initiated.

4. One to two positions can be saved by consolidation of stacks in one location (Old Post Office).

LR REFERENCE OFFICERS

Seven Reference officers have been assigned to research divisions by LR under the NIS Support Program. Study of the use of the personnel reveals that only DRN and DRW have made effective use of this assistance. In other divisions the Reference Officer has been diverted to files maintenance and document routing: DRA - 90%; DRF - 60%; DRS - 70%; DFI - 90%; BI - 68%. This program thus appears wasteful at present. Its conversion to the "Research Aide" program is urged.

DOCUMENT FLOW CONTROL

THE PROBLEM

The reading and routing of incoming cables, despatches, reports, etc. is one of the extensive procedural tasks of R, involving not only IAD but the research divisions as well. The following factors challenge attention:

- Documents are routed to the divisions from seven points distributed among five organizations (IR, PCS, MC, CLB, MLB).
- Uniform routing procedures are not employed within the research divisions where routing is completed.
- Routing is a function performed by 58 individuals (part time) throughout the research divisions.
- 67 routing records were found, about half overlapping.
- Only six branches weed material prior to branch distribution.
- Analysts and some Departmental personnel were found concerned that materials (including sensitive) do not reach analyst as quickly as the Bureau desk.

THE SOLUTION IN PRINCIPLE

Present plans of IAD to expedite processing appear well conceived. In addition,

1. Create one documents distribution center in IAD to process or supervise the initial receipt and distribution of all materials (except publications).

   A. Sensitive Room - Reduce number of pieces held by selective distribution under close control.

   B. Ticker Room - Bring under jurisdiction of IAD. Eliminate separate telegram routing.

   C. Integrate other specialized reading and routing within IAD (MC, CLB, MLB) to secure benefits of uniformity and specialization.

2. Organize readers along area lines in order that routing may be accomplished directly to the branch level to the fullest possible extent.

   - Ten readers would be available in an integrated organization.
   - Specialization would contribute to better liaison with branches.
   - Advance training and distribution guides--development would be necessary, however.

3. Consider conducting R's review and distribution decision on despatches prior to reading panel review, in the interest of greater speed.

4. Establish in each branch of OIR a uniform plan of screening, recording and routing documents, with the objective of pin-point routing to the analyst after proper screening by Branch Current Intelligence Officer (page 36). This program is an integral part of the "Research Aide" approach (page 42). It has been reviewed in concept with one major branch where its application is considered practicable and advantageous.

RECORDS MANAGEMENT

THE PROBLEM

R Area now has 1,867 files of all types.
This equipment occupies 15,869 square feet - 17% of total (equals 126 desks).
Last year 100 cabinets were added in research areas (850 square feet).
Filing practices - guiding, folders, cross indexing, etc., not uniform.
Record retention, weeding, storage programs still in developmental stage.

THE SOLUTION IN PRINCIPLE

1. Establish a vigorous records management program under the direction of a full-time "Records Management Officer."

2. Select this Officer for knowledge of filing systems, to the end that uniform practices in detail can be inaugurated.

3. Establish record retention schedules and uniform weeding, destruction and storage practices. (Storage space cost only 20% of cost of office space.)

4. Develop and apply a systematic files weeding program throughout R to achieve the benefits already demonstrated in DRA and China Branch. Also review possibilities of reducing shelf storage.

5. Adopt plan of replacing four-drawer cabinets with five-drawer cabinets to conserve space occupied (approximately 2,380 square feet possible).

PART TWO

PROGRAMS OF IMPROVEMENT

E—TO PERFECT THE ORGANIZATION STRUCTURE

Professional organizations of all kinds (natural science, social science, engineering, legal, etc.) present an unusual problem to the management planner. The dynamic character of their work militates against the adoption of a fixed pattern of management and rigid assignments of authority and responsibility. Thus top management in such organizations must choose that pattern at any given time which achieves the desired emphasis between quality and production control, and must remain flexible in altering the pattern as the need for a different emphasis arises. This principle was applied, we believe, when the R/ES was established. This particular device has had an important influence on the sound development of the R Area. Today, however, and for the next phase of development, still another emphasis on management control appears desirable.

AN APPROACH TO STRONGER TOP ORGANIZATION

FOUR TYPES OF MANAGEMENT ARE REQUIRED

1. <u>Policy</u> - Including relationships at the highest levels in the Department and the
   IAC.

2. <u>Professional</u> - Including long-range program development, the exercise of compre-
   hensive quality review, and the periodic assessment of the adequacy and accuracy
   of intelligence products, particularly those concerned with interpretation and
   estimating.

3. <u>Control</u> - Including the techniques of developing work plans; the procedures of
   recording, clearing and approving such plans; the systematic scheduling and pro-
   gressing of such plans; the translation of plans into resource requirements; the
   evaluation of consumer reaction to the full range of services offered and the
   initiation of plans to improve use of services.

4. <u>Services</u> - Including those concerned with (1) procurement, receipt and distribu-
   tion of incoming materials, (2) the reproduction and distribution of written
   products, (3) the provision of librarial and reference services, (4) the provi-
   sion of budget, personnel and housekeeping services.

THE "GAPS" IN PRESENT TOP MANAGEMENT STRUCTURE

1. Policy and Professional Management are the most strongly implemented, although
   - Opportunities appear to exist with regard to strengthening guidance from
     Top Policy levels.
   - Program planning for areas not covered by EO and NIS not formally practiced.
2. Control Management is the weakest aspect of top management (see pages 26 and 27):
   - Scheduling and follow-up neglected on effort not covered by EO and NIS.
     The "Work Jacket" procedure has received only token compliance.
   - NIS coordination has lacked authority and effectiveness.
   - Requirements planning has suffered from the absence of detailed program plan-
     ning.
   - Evaluation of consumer reaction has not been systematically applied.
3. Services Management is completely covered in top management but its impact is be-
   lieved weakened by dispersion among three segments of organization (R/RS, PCS,
   OLI).

THE SOLUTION IN PRINCIPLE

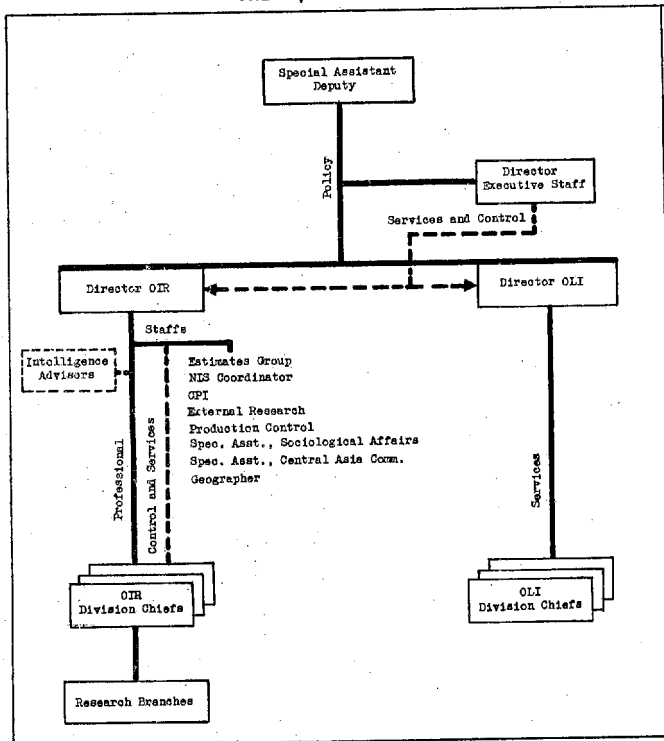Three degrees of improvement warrant consideration:

<u>Plan One - Strengthened Control Element</u> - At a minimum it is urged that a Deputy OIR
for "Production Coordination" be established with a direct channel to the bran-
ches through Assistant Division Chiefs for Production. To perform four control
functions noted. Estimates Group strengthened by "Intelligence Consultants" and
Current Intelligence Coordinator.

<u>Plan Two - Strengthened Service and Control Elements</u> - Still another advantage can
be achieved by bringing support activities into more effective relationship with
Research Divisions, and providing them a clear channel to the Research Branches
through the Administrative Officers. This is accomplished by merging R/RS, OLI
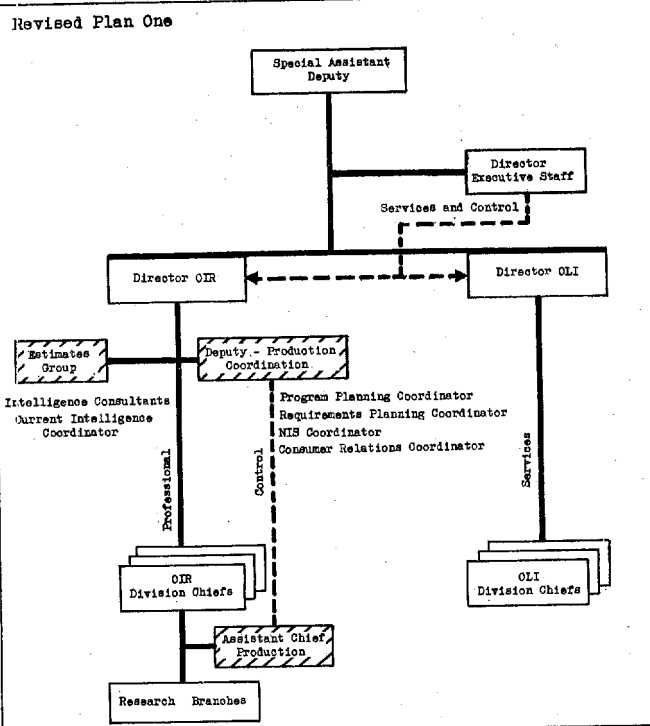and IDR services.

<u>Plan Three - Maximum Participation of All Elements</u> - If the "General Managership"
role can be assumed by the Deputy Special Assistant, it would then be possible
to relieve the Director OIR of the full burden for Services and Control Manage-
ment, leaving him completely free for Professional Management.

FOUR PATTERNS OF TOP MANAGEMENT ORGANIZATION

THE PRESENT PATTERN

Special Assistant
Deputy

Policy

Director
Executive Staff

Services and Control

Director OIR

Director OLI

Staffs

Intelligence Advisors

Estimates Group
NIS Coordinator
GPI
External Research
Production Control
Spec. Asst., Sociological Affairs
Spec. Asst., Central Asia Comm.
Geographer

Professional

Control and Services

Services

OIR
Division Chiefs

OLI
Division Chiefs

Research Branches

STRENGTHENED CONTROL ELEMENT

Revised Plan One

Special Assistant
Deputy

Director
Executive Staff

Services and Control

Director OIR

Director OLI

Estimates Group

Deputy – Production Coordination

Intelligence Consultants
Current Intelligence
Coordinator

Program Planning Coordinator
Requirements Planning Coordinator
NIS Coordinator
Consumer Relations Coordinator

Professional

Control

Services

OIR
Division Chiefs

OLI
Division Chiefs

Assistant Chief
Production

Research Branches

///// Indicates Principal Revisions Proposed   Command Line ———   Line of Communication – – – – –

STRENGTHENED SERVICE AND CONTROL ELEMENTS

Revised Plan Two

Special Assistant
Deputy

Policy

Director of
Intelligence Research

Estimates
Group

Same as Plan One

Deputy
Intelligence Services

Deputy – Production
Coordination

Same as Plan One

Executive
IAD
Library
Publications

Professional

Services

Control

OIR
Division Chiefs

(Including BI)

Administrative
Officer

Assistant Chief
Production

Research   Branches
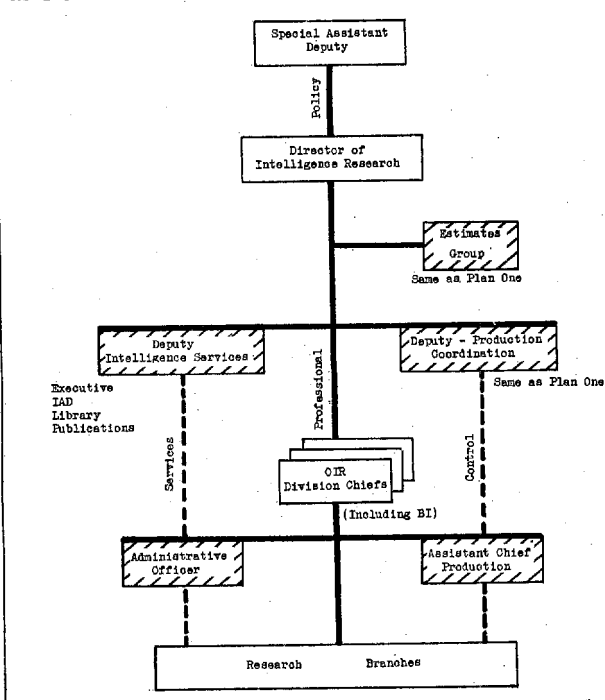
MAXIMUM PARTICIPATION OF ALL ELEMENTS

Revised Plan Three

Special Assistant
Deputy Special Assistant

Deputy Special Assistant
to spend approximately
half of his time each day
in office in SA-1.

Policy

Director of
Intelligence Services

Director of
Intelligence Research

Director – Production
Coordination

Same as
Plan Two

Same as
Plan Two

Estimates
Group

Same as Plan Two

Services

Professional

Control

OIR
Division Chiefs

(Including BI)

Administrative
Officer

Assistant Chief
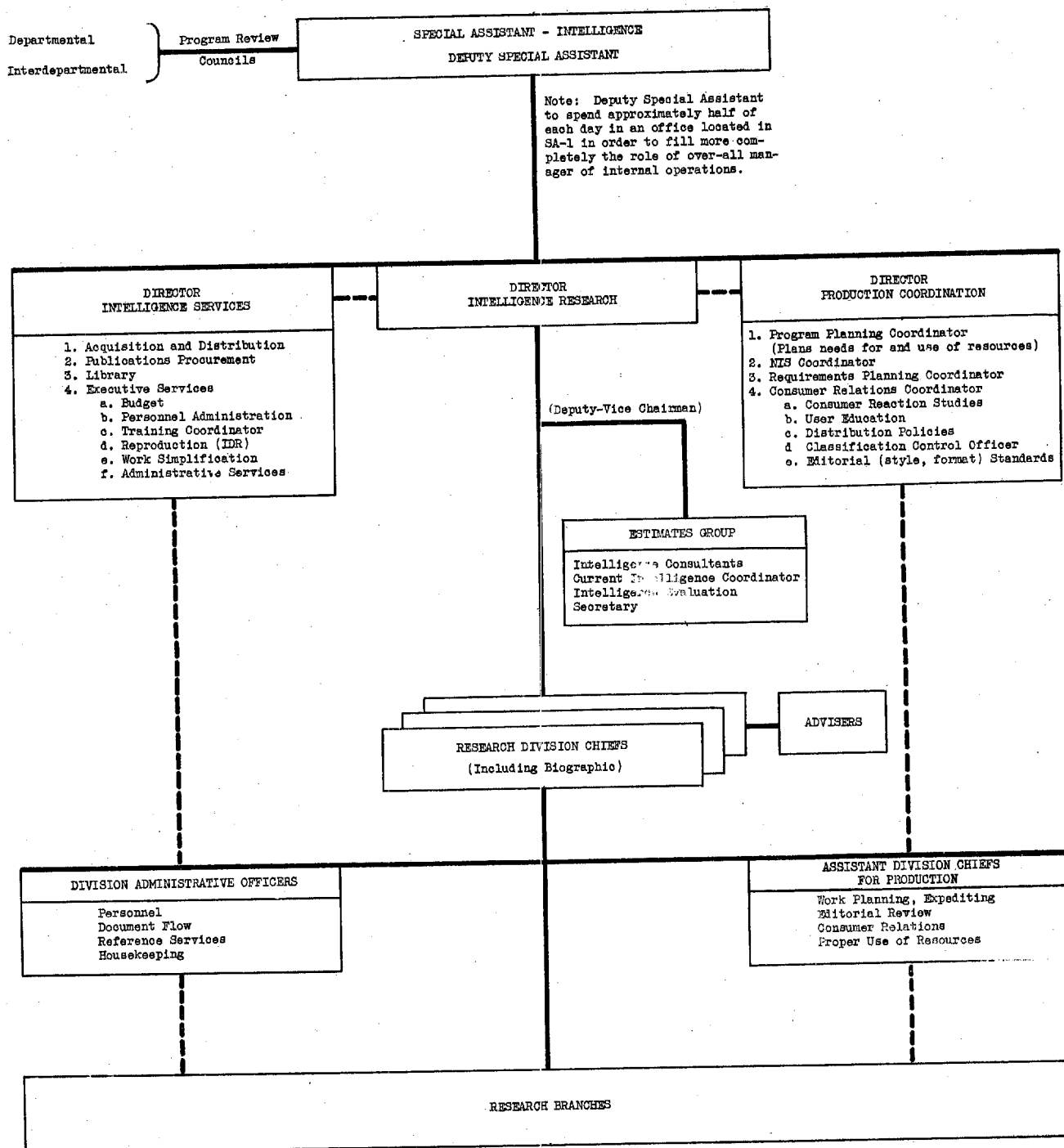Production

Research   Branches

ACTIONS REQUIRED TO CONVERT TO REVISED PLAN THREE

1. STRENGTHEN THE TEAMWORK ON INTELLIGENCE RESEARCH PLANNING AT THE TOP POLICY LEVELS IN THE DEPARTMENT AND AMONG THE IAC AGENCIES

Broaden participation at Top Policy Levels (C, G, S/P, Assistant Secretaries) through invitation to collaborate with R in periodic review of the intelligence research program, its content and effectiveness. Invite similar participation by appropriate executives in IAC Agencies to exchange plans and program ideas.

2. ESTABLISH UNDER THE SPECIAL ASSISTANT TWO PRINCIPAL LINE OFFICERS AND TWO STAFF OFFICERS

A. In the line command - (1) The Deputy Special Assistant to provide continuing daily leadership to all phases of R Area operations other than SPS; (2) A Director of Intelligence Research to have complete command authority as at present over research, including the formulation of all programs of research; full responsibility for quality, content and accuracy; and final authority over the selection and use of professional personnel.

B. In staff relationships - (1) A Director of Production Coordination to develop techniques of preparing work plans; procedures for clearing, approving, scheduling and reporting progress on work plans; procedures for the forward planning of raw materials requirements; plans for the use of R's personnel and fiscal resources; and to conduct surveys of the users and uses of R's products; (2) A Director of Intelligence Services to provide common services to the research divisions, and to others as required, in the procurement and distribution of materials; the furnishing of librarial and reference services; and the rendering of personnel and executive services including funds procurement and budget administration.

3. STRENGTHEN THE ESTIMATES GROUP AS THE TOP PROGRAM AND QUALITY CONTROL ARM OF THE DIRECTOR OF INTELLIGENCE RESEARCH

A. Appoint all members of this Group as Intelligence Consultants to Assistant Secretary and Top Policy Levels. Include the CPI in this Group.

B. Transfer Current Intelligence Coordinator to this Group with stronger responsibility for leadership of the program.

C. Add a full-time staff member to conduct studies of the adequacy and accuracy of estimates, from a "hind-sight" point of view.

4. ASSIGN FOUR STAFF FUNCTIONS TO THE DIRECTOR OF PRODUCTION COORDINATION

A. Program Planning Coordinator - To devise techniques of work planning and progress reporting and develop plans for the proper use of R's personnel and fiscal resources.

B. NIS Coordinator - To perform the same functions for the NIS Program.

C. Requirements Planning Coordinator - To devise procedures for forward planning and assist in their implementation, including exploitation of external research.

D. Consumer Relations Coordinator - To conduct continuing study of relationships, plan improved programs, and develop standards relating the "merchandising" of R's products and services.

5. DELEGATE ALL SUPPORTING SERVICE RESPONSIBILITIES TO THE SECOND STAFF OFFICIAL

The acquisition and distribution of raw materials; liaison functions; procurement and distribution of publications; librarial and reference services; reproduction and distribution of products; budget administration; personnel services including training arrangements; work simplification; other administrative services.

6. IN ADDITION TO PROFESSIONAL ADVISERS, ESTABLISH TWO STAFF ASSISTANTS TO EACH DIVISION CHIEF

A. An Assistant Chief for Production, whose staff would include the editors, and who would administer planning, scheduling, progress reporting and resource planning for the division.

B. An Administrative Officer to be responsible for the full range of intelligence services required.

7. PLACE FUNCTIONAL COORDINATORS IN THE DIVISION OF FUNCTIONAL INTELLIGENCE

Including CPI Staff, TCA, EDAC, Central Asia Committee, Sociological Affairs, Geographer.

DETAILED PORTRAYAL—REVISED PLAN THREE

To Show Principal Management Elements

Departmental
Interdepartmental } Program Review Councils

SPECIAL ASSISTANT - INTELLIGENCE
DEPUTY SPECIAL ASSISTANT

Note: Deputy Special Assistant
to spend approximately half of
each day in an office located in
SA-1 in order to fill more com-
pletely the role of over-all man-
ager of internal operations.

DIRECTOR INTELLIGENCE SERVICES

1. Acquisition and Distribution
2. Publications Procurement
3. Library
4. Executive Services
   a. Budget
   b. Personnel Administration
   c. Training Coordinator
   d. Reproduction (IDR)
   e. Work Simplification
   f. Administrative Services

DIRECTOR INTELLIGENCE RESEARCH

(Deputy-Vice Chairman)

DIRECTOR PRODUCTION COORDINATION

1. Program Planning Coordinator
   (Plans needs for and use of resources)
2. NIS Coordinator
3. Requirements Planning Coordinator
4. Consumer Relations Coordinator
   a. Consumer Reaction Studies
   b. User Education
   c. Distribution Policies
   d. Classification Control Officer
   e. Editorial (style, format) Standards

ESTIMATES GROUP

Intelligence Consultants
Current Intelligence Coordinator
Intelligence Evaluation
Secretary

RESEARCH DIVISION CHIEFS
(Including Biographic)

ADVISERS

DIVISION ADMINISTRATIVE OFFICERS

Personnel
Document Flow
Reference Services
Housekeeping

ASSISTANT DIVISION CHIEFS FOR PRODUCTION

Work Planning, Expediting
Editorial Review
Consumer Relations
Proper Use of Resources

RESEARCH BRANCHES

───── Command Line

─ ─ ─ Line of Communication

(Functional Coordinators
to be lodged in DFI. The
CPI to be Intelligence
Consultant.)

PART THREE

SUMMARY OF RECOMMENDATIONS

PLAN OF ACTION

SUMMARY OF FINDINGS AND RECOMMENDATIONS

FINDINGS

An intensive five-months study of the Administration of Intelligence in the Department of State has been conducted from the following points of view:

Through the Eyes of R's Consumers - it has been found that R has made major progress in securing acceptance for, and establishing the value of its services throughout the Department. However, no Bureau is completely satisfied with the present degree or manner of service, and 3 out of 4 consumers contacted were found to be interested in improvements which will make greater use possible.

Through the Eyes of R's Producers (The Analysts) - it has been found that the competence of the professional staff is outstanding and that morale is high. Better utilization of the rare analytical skill--the ability to think deeply--has been found possible by fewer interruptions, more opportunity for professional development and more satisfactory facilities.

Through the Eyes of R's Administrators - it has been found that two-thirds of their time is devoted to duties other than working with subordinates; that forward planning of program and raw material requirements, as well as production control are incomplete; that the organization structure militates against the highest effectiveness of top executives.

In order to act upon these findings, a five-fold program, consisting of 35 principal actions, has been proposed:

A. TO IMPROVE CONSUMER RELATIONS

1. Appoint an "Intelligence Consultant" to the Assistant Secretary of each Bureau (drawing upon the OIR Division Chiefs and other key executives) to advise with and secure the views of top Bureau officials regarding R's major program of research and estimates.

2. Establish the position of "Consumer Relations Coordinator" to conduct continuing studies of the users and uses of R's products and services, and to evaluate adequacy of services provided. (Similar periodic audits by a representative of the A Area should also be considered.)

3. Secure more active, continuing guidance and support from top policy officials within the Department, and from leaders of other IAC agencies, in the forward planning of R's major research and estimates program.

4. Inaugurate a program of individual indoctrination of new Bureau officials, and of present officials who are uninformed of R's role and services.

5. Expand bibliographic and reference services to the Department through direct study of desk officer requirements and the publication of "tailored bibliographies" of R's products and principal holdings in each area and subject matter field.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

6. Adopt a policy of distribution to target users at the earliest possible date, emphasizing personalized service and regulating broader distribution on the basis of "interest and value" or the necessity for securing attention.

7. Establish the position of "Classification Control Officer" to provide continuing attention to the proper classification of written products, with the objective of avoiding overclassification which restricts use, particularly for the information program.

8. Secure stronger leadership for the Current Intelligence program by transferring the Coordinator to the Estimates Group Staff, vesting authority in this position to instruct divisions as to subjects warranting Current Intelligence treatment.

9. Explore thoroughly the respective roles of State and CIA with respect to Current Intelligence, with the objective of avoiding duplication and perhaps of concentrating State Department's attention on items on which it can make a unique or truly significant contribution.

10. Inaugurate an aggressive program for improving the readability of R's products through more attention to features of style and format. This will contribute to greater use as well as conserve the reader's time. In this connection, appoint a well-qualified editor in each division, and develop training guides for editors and analysts.

B. TO IMPROVE THE UTILIZATION OF THE ANALYST

1. Base the future staffing of research branches on the objective of supporting analysts at GS-11 and above with part-time research aides in a ratio of 1:2 or 1:3. In this connection, undertake the development of an ideal table of organization for each division through the technique of staff planning described.

2. Concentrate special program assignments in each branch in a small number of analysts to avoid the dispersion of such efforts among all analysts. This is particularly desirable in connection with Current Intelligence and document review, and should be accomplished in part through the revised program of document flow control.

3. Provide instruction in reading rate improvement, utilizing equipment which has been acquired by, and the facilities of, the Foreign Service Institute.

4. Inaugurate a thorough-going program of professional development including:

   a. Regular branch meetings to be attended from time to time by Bureau officials.

   b. Personal inspirational guidance to senior analysts, to be supplied through planned consultations with top R executives.

   c. A plan of performance evaluation specifically designed to measure the elements which contribute to performance by research analysts.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

4. A long-range training program based upon definite policies with respect to Bureau assignments, field trips and executive development.

5. Establish the position of "Training Coordinator" to develop plans for the above program of professional development and to assist in its administration.

6. Provide privacy and quieter quarters, at least for report writing purposes, by the installation of packaged office units and the furnishing of dictating equipment to those who will use it.

C. TO STRENGTHEN CONTROLS

1. Inaugurate a semi-annual "Work Planning Procedure" for all OIR branches, fully supported by schedules of projects planned and in process, and including a complete system of clearances with all interested officials in R, elsewhere in the Department and among customer agencies as appropriate.

2. Appoint a "Program Planning Coordinator" at the Office level to develop techniques for this Work Planning and take initiative in securing effectuation.

3. Utilize this Work Plan as the basis for current project scheduling and status review, and institute a revised system of performance reports to management.

4. Use this Work Plan as a principal basis for the forward planning of requirements, including the fuller exploitation of external research. In this connection create the position of "Requirements Planning Coordinator" at the Office level to unite the several efforts now concerned with requirements planning in IAD, ERS and R/ES.

5. Create a "Production Coordination Staff" at the Office level, under a substantively qualified officer supported by the Program Planning Coordinator, NIS Coordinator, Requirements Planning Coordinator, and Consumer Relations Coordinator.

6. At the division level, designate an Assistant Chief (Production) to implement the following controls: (1) work planning, (2) project scheduling, (3) requirements planning, (4) NIS coordination, (5) consumer relations planning, (6) editorial review and (7) the proper use of resources.

D. TO SIMPLIFY PRINCIPAL WORK OPERATIONS

1. Install, at least on a pilot basis, the microfilm technique of processing documents for the biographic records. Potential savings of 13 positions indicated.

2. Create an integrated documents distribution center in IAD, to process or supervise the receipt and distribution of all incoming materials except books and serials. In this connection reduce the number of documents retained in the Sensitive Room.

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SUMMARY OF FINDINGS AND RECOMMENDATIONS

3. Establish a single Publications Division to eliminate the duplication which now occurs between IAD and IR, and to provide better control over procurement and distribution. Savings of 7-8 positions indicated.

4. Expedite circulation service by the installation of teletype communication with the stacks, and by more flexible use of the jeep service.

5. Strengthen records management by the institution of a vigorous records retention program, improved filing practices and the use of 5-drawer filing equipment. Potential space savings 4,000 square feet.

E. TO PERFECT THE ORGANIZATION STRUCTURE

Secure a better balance of emphasis among the "policy," "professional," "control" and "services" aspects of top management through the following steps:

1. Strengthen the teamwork on intelligence research planning at the top policy levels in the Department, and among the IAC agencies.

2. Establish under the Special Assistant two principal line officers and two principal staff officers: (1) The line Deputy Special Assistant to provide daily leadership over the internal operations of the R Area; (2) A line Director of Intelligence Research to exercise full professional management; (3) A staff Director of Production Coordination to develop techniques of work planning and control and assist in their implementation; (4) A staff Director of Intelligence Services to provide common services to the research divisions, and to other users in the Department and the Intelligence Community as required.

3. Strengthen the Estimates Group as the top program and quality control arm of the Director of Intelligence Research.

4. Assign four staff functions to the Director of Production Coordination; Program Planning Coordinator, NIS Coordinator, Requirements Planning Coordinator, Consumer Relations Coordinator.

5. Delegate all supporting service responsibilities to the Director of Intelligence Services: IAD, IR, Publications Procurement and Distribution, Reproduction and Distribution, and Executive-type services (budget, personnel, training, work simplification and administrative services).

6. In addition to professional advisers, establish two staff assistants to each division chief: (1) An Assistant Chief for Production described above; and (2) An Administrative Officer to be responsible for the full range of intelligence services required at the branch level.

7. Place functional coordinators in the Division of Functional Intelligence, including the CPI Staff, TCA coordination, EDAC coordination, Central Asia Committee, Sociological Affairs Adviser, and the Geographer.

8. Revise techniques of communications (meetings, manuals and reports) to focus attention on the evaluation of performance and the initiation of steps to secure corrective action.

PLAN OF ACTION

The recommendations outlined in the foregoing constitute a master blue print, many of whose details must be evolved on a test basis over an extended period of time. While Volume II of this report describes at greater length the individual steps now anticipated, continued planning by management will be essential to the attainment of the basic objectives proposed. To this end a Four-Phase plan of installation, requiring 18 to 24 months for full implementation, is proposed:

PHASE 1—PLANNING FOR INSTALLATION (THREE MONTHS)

In the weeks immediately following receipt of the report, it is considered essential that top management become thoroughly acquainted with the philosophy and objectives of the proposals and reach agreement on the principles to be supported, rather than on details of implementation. To this end, it is suggested that:

1. The Special Assistant, Deputy Special Assistant, Office Directors and Director Executive Staff study and discuss the report and agree upon the principles to which support can be given, prior to broader distribution.

2. The conclusions of this group should then be submitted concurrently to:

   a. The Deputy Under Secretary - Administration with a request that appropriate Departmental officials be asked to review the report as a whole and the preliminary conclusions of top R executives.

   b. The Director of Central Intelligence for comment on those matters of interest and concern to the Intelligence Community, particularly current intelligence relationships and responsibilities.

   c. The Division Chiefs of OIR and OLI for preliminary review and comment.

3. Upon receipt of views from these sources an "Installation Planning Committee" should be appointed, consisting of representatives from the R Area and one or more designees of the Deputy Under Secretary - Administration (representing budget, personnel and management interests), to formulate plans for installing a revised organization. The conclusion of Phase 1 should occur with the announcement of the revised organization plan and the designation of an incumbent for each new position.

PHASE 2—ORGANIZING FOR INSTALLATION (THREE MONTHS)

At the outset of Phase 2, the Installation Planning Committee should request the officials of the revised organization to prepare in detail a plan and schedule of installation setting out:

1. Recommendations to be implemented or tested during Phase 3.

2. Additional actions not covered in the report to be taken during Phase 3.

3. Recommendations and additional actions to be implemented in Phase 4.

PLAN OF ACTION

4. Recommendations to be deferred pending further study.

Each executive should develop and submit the above program to the Installation Planning Committee within 60 days and counsel with the Committee on individual items and their relative priority of importance. After individual plans have been developed and reviewed with the Committee, each should be submitted to the Special Assistant and the Deputy Under Secretary - Administration for approval. By the end of Phase 2 the Installation Planning Committee should be disbanded and future supervision of installation provided by the Deputy Special Assistant. However, periodic progress reports should be submitted to the Special Assistant and by him to the Deputy Under Secretary - Administration.

PHASE 3—INITIAL INSTALLATION AND TESTING (SIX MONTHS)

During this interval the most important actions in connection with each program of improvement should proceed:

1. With respect to improving consumer relations, action should be taken to appoint Intelligence Consultants, establish the Consumer Relations Coordinator, introduce revisions in report style and format, activate the classification control procedure, and revise the Current Intelligence Program.

2. With respect to improving the utilization of analysts, the professional development program should be inaugurated giving first attention to branch meetings; one branch should be fully studied and the research aide program installed; a pilot installation of packaged office units and dictating equipment should be completed.

3. With respect to improving planning and control - each branch should complete its first semi-annual Work Plan and begin the application of this plan to project scheduling and requirements planning.

4. With respect to methods improvement - circulation service should be improved as outlined; the organizational aspects of document control and publications procurement should be completed; and the Records Management Officer should be appointed; and an experimental installation of microfilming made in BI.

PHASE 4—FINAL INSTALLATION (TWELVE MONTHS)

Based upon the results secured during Phase 3, detailed implementation should proceed with respect to all phases. Shortly after the beginning of Phase 4 an audit of installation progress and survey results should be made, drawing upon outside counsel. A period of two weeks should be sufficient to accomplish this audit.

CONTENTS OF VOLUME II